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ABSTRACT

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. It describes the Career Advancement Voucher Demonstration, which tests whether Comprehensive Employment and Training Act (CETA)-eligible youth can be effectively served by support in a college or postsecondary setting, and whether the voucher is an effective delivery mechanism. The report describes the demonstration and the results in recruiting and enrolling youth, as well as their retention through the first semester. Periodic sampling of a randomly assigned control group will help determine whether among income-eligible youth interested in higher education, the provision of support through CETA makes a difference. Selection of a comparison group from CETA participants will suggest whether employment and training programs are more or less effective options, as well as helping determine the numbers of youth currently in CETA who might be reached by this option. To date, the findings indicate that among economically disadvantaged youth randomly assigned into experimental and control groups after screening on the basis of interest and ability, the rate of college attendance in the first semester is twice as high among experimental as controls--i.e., suggesting that currently available support for college education may not be reaching all those in need; and assisting youth with college enrollment under CETA may prove to be an effective option. (KC)

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YOUTH KNOWLEDGE DEVELOPMENT REPORT

EDUCATION AND TRAINING APPROACHES

Advanced Education and Training—Interim Report on the Career Advancement Voucher Demonstration

May 1980

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U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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YOUTH KNOWLEDGE DEVELOPMENT REPORT 5.3

ADVANCED EDUCATION AND TRAINING - INTERIM REPORT ON THE CAREER ADVANCEMENT VOUCHER DEMONSTRATION

Clark, Phipps, Clark and Harris

May 1980

OVERVIEW

CETA youth programs for the most part provide short-term work experience or else pre-employment assistance to ease the transition into the labor market. Very few youth are provided activities of an extended duration aimed at significally improving future employability. The focus tends to be on youth who would otherwise fail in the labor market, rather than on the economically disadvantaged who have motivation and ability which will get them jobs but may leave them short of their potential. Usually the activities are contracted or delivered on a group basis rather than through a voucher approach which leaves greater individual choice.

Post-secondary and college education is an allowable but seldom utilized activity under CETA. The economic value of the sheepskin, particularly for minority youth, has been well documented -- certainly better documented than the impact of employment and training services. CETA touches the lives of 45 percent of Black youth and a fourth of Hispanic youth before they reach their twenties. Within this group, there are thousands who could succeed in and benefit from a college or post secondary education, and thousands among these who will not make it without help despite the availability of a variety of support programs for college students from low-income backgrounds. Many colleges and post secondary institutions offer remedial education to help youth who may enter with handicaps, and many are suffering from excess capacity. In other words, there are youth reached by CETA who might benefit from a college education, who would not otherwise attain it, and for whom capacity is already available. CETA services such as college preparation, part-time or summer jobs, tuition assistance and even, in some special cases, allowances, might be the most appropriate way to serve these youth, particularly to prepare them for careers.

The voucher notion is one which has been much discussed relative to CETA with the hope that it could increase freedom of choice and reduce paperwork. The GI Bill has demonstrated the basic feasibility of an educational voucher. It is reasonable to assume that there might be some success under CETA as well.

The Career Advancement Voucher Demonstration tests whether CETA eligible youth can be effectively served by support in a college or post-secondary setting, and whether the voucher is an effective delivery mechanism. This report describes the demonstration and the results in recruiting and enrolling youth, as well as their retention through the first semester. Periodic sampling of a randomly assigned control group will help determine whether among income eligible youth interested in higher education, the provision of support through CETA makes a difference. Selection of a comparison group from CETA participants will suggest whether employment and training programs are more or less effective options, as well as helping determine the numbers of youth currently in CETA who might be reached by this option.

To date, the findings indicate that among economically disadvantaged youth randomly assigned into experimental and control groups after screening on the basis of interest and ability, the rate of college attendance in the first semester is twice as high among experimental as controls--i.e., suggesting that currently available support for college education may not be reaching all those in need. The first semester dropout rate of the experimentals is quite low although they are somewhat below the norms for college entrance according to achievement tests. In other words, assisting college enrollment under CETA may prove to be an effective option. As yet, there is only tentative evidence, but it suggests that youth without extra supports or services and with free choice, fare as well as other experimentals who receive more than financial assistance.

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products. The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977, A Knowledge Development Plan for the Youth Initiatives Fiscal 1979 and Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application in Fiscal 1980.

Information is available or will be coming available from the various knowledge development activities to help resolve an almost limitless array of issues, but answers to policy questions will usually require integration and synthesis from a number of separate products, which, in turn, will depend on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activity has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on organization and dissemination of findings.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with the knowledge development effort. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, validation of measurement instruments, the translation of knowledge into policy, and the strategy for disseminating findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analysis of existing data, presentation of findings from new data sources, special studies of dimensions of youth labor market problems and policy analyses.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth and the impacts of various employment approaches.

8. Implementation Issues: This category includes crosscutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programming, the use of incentives and multi-year tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration, windpower and the like.

12. Institutional Linkages: The products in this category will include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse agencies and the like.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities, focused on different policy, program and analytical issues. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstration. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

This volume should be read in conjunction with The Corporate Career Demonstration, The Upward Bound Summer Program Demonstration, and An Evaluation of The Job Corps Advanced Career Training Program, all of which will appear in the "education and training approaches" category. Information on linkages with colleges and junior colleges are available in Education - CETA Linkages, Volume III in the "institutional linkages" category. Finally, information is provided on college and post-secondary enrollments and the financial support utilized by low income and minority youth in Findings of the National Longitudinal Survey of Young Americans, 1979.

ROBERT TAGGART
Administrator
Office of Youth Programs

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PART I

INTRODUCTION

Chapter I - Background and Origins of the CAVDP

Chapter II - Characteristics of the Five Demonstration Sites

CHAPTER I

BACKGROUND AND ORIGINS OF THE CAVDP

The Career Advancement Voucher Demonstration Project (CAVD) is a discretionary funded youth project (under CETA, Title IV, Part A, Subpart I - YETP) which aims to examine the feasibility and benefits of providing disadvantaged youths with subsidized full-time college education for up to two (2) years.

This project is designed to facilitate rigorous research for:

1. Measuring the relative efficiency, effectiveness and impact of such education as compared to standard CETA youth programs as a means of fostering the employment careers of youth.
2. Determining the feasibility and effectiveness of developing a methodology for identifying those CETA youth participants who should be given the opportunity for college education.
3. Assessing the relative effectiveness of alternative approaches for providing disadvantaged youth with college opportunity through CETA programming.
4. Exploring the potential of utilizing non-CETA resources (e.g. Basic Education Opportunity Grants, etc.) for supplementing and/or substitution for CETA resources (particularly if youth plan to further their college education beyond the two year period of CETA participation).

The demonstration focuses on 16-21 year old YETP eligible youth who are out-of-school and those youth currently enrolled in CETA programs who did not exceed eight months of CETA participation by September 1, 1979. It involves random assignment of youth to college and standard CETA youth programs in a manner which assures comparability of youth in both types of experiences. The Department of Labor had also specified various other research controls to be utilized to test the relative benefits of: A) alternative screening procedures for selecting a pool of potential project participants; B) use of a voucher for providing youth with free choice of post-secondary education; and C) assistance in helping youth become integrated into their respective colleges.

The CAVD project is operating in five demonstration sites: Atlanta, Georgia; El Paso, Texas; Little Rock, Arkansas; Pittsburgh, Pennsylvania and Washington, D.C. It involves a total of 695 youth, 490 in the experimental group, 205 in a control group and a yet-to-be-determined number of youth in a comparison group.

The following is a report on the activities of the Career Advancement Voucher Demonstration Project for its first funded year, April 1, 1979 to March 31, 1980.

BACKGROUND OF CAVDP

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 emphasizes research and experimentation for the purpose of developing information and knowledge for the formulation of more effective national policy dealing with structural youth unemployment.

A major goal of YEDPA is to explore the relative effectiveness of alternative approaches for helping disadvantaged youth enter the world of work and achieve stable employment and job advancement. In light of this goal, it is essential that we recognize that for education levels below college, non-white youth unemployment rates are much higher than those for whites. Thus, acquisition of college education tends to equalize whites and non-whites in the labor market; in fact, college education also reduces employment barriers for both groups.

The literature on youth employment clearly shows that lack of educational credentials--especially a high school diploma, but increasingly some post-secondary education--limits the entry of youth into primary labor market jobs. This central fact sets the goal for the proposed demonstration research project to test whether providing selected CETA youth with an opportunity to pursue up to two years of college education will enable these youth to enter the primary labor market and have more positive employment and earnings experiences as compared to similar youth who are served through standard CETA programs for youth.

CETA programs for out-of-school youth tend to be short-term (less than one year's duration) and focused on work experience. The smaller portion of CETA programming for youth concentrates on classroom instruction. However, this activity typically is designed to provide youth with specific vocational education courses and/or remedial education, usually not exceeding a 12-month period.

The above character of CETA youth programs stems from various circumstances: (1) most unemployed young people applying to CETA programs have little or no work history and need work experience in order to develop the proper work habits and attitudes necessary to secure the employment they seek; (2) most CETA youth (85 percent) have not completed high school and read 3-4 grade levels below the last grade completed; these circumstances, it is felt, limit the intensity of classroom vocational and remedial education which can be provided to them; and (3) historically, youth programs have been designed and geared to minimize cost and duration of stay per youth participant as a means of maximizing the number of youth who could be served with the limited funds available (CLMS shows that out-of-school youth in Title I programs were enrolled for only an average of 18 weeks.[1]

It is a reasonable assumption that the nature of employment and earnings outcomes for CETA youth participants will be related to the character of their CETA activities. In view of this, it is not surprising that successful CETA youth participants generally can secure jobs only in the secondary labor market.

Few CETA youth make the transition into primary labor market jobs. Yet, one out of every six youth who apply to CETA have graduated from high school, and one out of every twenty obtain their GED through CETA.[2] These facts offer some perspective for recognizing that: (1) a significant number of "successful" CETA youth, who obtain secondary labor market jobs, are significantly underemployed in these jobs; and (2) some special CETA efforts should be made to provide selected youth with more intensive/longer-term programs which are designed to help these youth enter the primary labor market.

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[1] Continuous Longitudinal Manpower Survey Report No.6, Washington, D.C.: Office of Policy, Education and Research, Employment and Training Administration, United States Department of Labor, August 1977.

A logical program approach for enhancing the prospects of having CETA youth enter the primary labor market is to provide selected youth with an opportunity for two years of full-time college education and appropriate summer work experience. Any CETA prime sponsor can now implement such a service strategy but for several reasons this is rarely, if ever, done. First, these sponsors do not know how to select those youth who can successfully use college opportunity for their employment development. Second, no research has been done to determine whether the payoff in participant outcomes is worth the added cost of two full years of services for each youth. Third, many sponsors are not even aware that two years of full-time college education is a legal and legitimate CETA service approach for employability development. Fourth, CETA sponsors tend to rely heavily on program activities which enroll groups or classes of youth to be served in a single setting as compared to individual referral for individualized programming at varying institutions; sponsors generally take actions for administrative ease and to reduce overhead cost.

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[2] Ibid.

In view of the above, a special youth demonstration project which is rigorously designed and researched is valuable in testing the viability of having selected youth provided an opportunity through CETA for full-time college education as a means of preparing them for primary labor market jobs. However, in implementing such a project, one must recognize that there are some financial resources beyond CETA which exist in communities (e.g. Basic Education Opportunity Grants-BEOG's, etc.) for assisting disadvantaged youth. Therefore, the demonstration project to be undertaken must attempt to utilize these resources, particularly in the third and fourth years, should the youth participants desire to matriculate beyond the two-year period which can be facilitated through CETA programming.

PLANNING HISTORY OF THE PROJECT

In May of 1977, the Washington Star ran an article entitled "GI Bill Plan for the Poor Being Considered by U.S."[3] The article outlined one of the more popular ideas to emerge from the YEDPA knowledge development strategies. This idea was essentially that young people participating in CETA would receive an opportunity to pursue post-secondary education in exchange for their CETA service - that is, CETA participation would carry with it an educational entitlement. In early 1978, plans got under way to design an experimental program, which was called "Education Entitlement Voucher Demonstration Project." Clark, Phipps, Clark & Harris, Inc., under contract from the National Department of Labor, presented a preliminary design for discussion to selected officials at NDOL in July 1978.

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[3] "'G.I. Bill' Plan for the Poor Being Considered by U.S." Washington Star, May 24, 1977.

The planning effort involved taking a close look at two prototypes which seemed most closely related to the goals of YEDPA: (1) the G.I. Bill and (2) a demonstration project known as "Vouchered Skill Training in WIN" which was run in Portland, Oregon and Baltimore, Maryland.

THE G.I. BILL

The G.I. Bill utilizes the voucher concept by providing the veteran with financial support for the type of training he desires. Thus, active duty service in the military has carried with it the opportunity to obtain post-service education and training benefits. The individual veteran receives a lump sum payment which he allocates between tuition and living cost. Three important features characterize the G.I. Bill: (1) a substantial monetary entitlement; (2) a long post-service time span during which to exercise the option (10 years); and (3) a wide degree of latitude in choosing forms of training.

A study published by O'Neill and Ross of the Public Research Institute[4] was particularly valuable in helping shape the CETA Education Entitlement Plan. The study directly addressed the question of whether or not veterans use the benefits, particularly minorities and those with limited prior education, and what is the labor market pay-off. The pertinent conclusions are summarized by the following points:

1. Trainees funded by the G.I. Bill increased their earnings by about 10%.
2. This increase is about twice as great an increase as has been estimated elsewhere for non-voucher government programs.
3. Blacks tend to gain relatively more in earnings from training than non-blacks.
4. Blacks participate in training at a higher rate than similar whites.
5. Voucher funding produces a greater increase in earnings than institutional training under the MDTA program.

The results of this study suggested that the application of the G.I. Bill concept to CETA youth might indeed be a fruitful approach for enhancing future employability. The target group seemed, at least in the context of the G.I. Bill, not only to take advantage of the training opportunities, but also to experience a significant pay-off in the labor market.

WIN

Examining the experiences in WIN proved to be quite useful in establishing the feasibility of the efforts envisioned for CETA youth.[5] In essence, the WIN program sought to test the feasibility of the introduction of a voucher system for the purchase of skill training by participants in the Work Incentive Program (WIN). The overall WIN goal for skill training was permanent and productive employment for former welfare recipients--an exit from the secondary labor force, which is characterized by short-term job tenure and frequent periods of extended unemployment. If feasibility could be established, the WIN voucher concept envisioned a potential for modifying the relationships between public agencies and their clients by introducing purchasing power on the part of the clients. This would permit clients to select what they needed from a range of services and a range of vendors. The following outcomes were hypothesized if board-scale application of the concept could be accomplished.

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[4] O'Neill, David O. and Ross, Sue Goetz, Voucher Funding of Training: A Study of the G.I. Bill, Arlington, Virginia: Public Research Institute, October 1976.

1. The range of services and vendors available to clients would be broadened.
2. The possibility of adequately meeting clients' needs would be increased.
3. Client self-esteem, sense of personal efficacy and commitment would be increased.
4. The supplier's responsiveness to clients' needs would be increased.
5. Services would become more effective by increasing the competition among vendors.

The first phase of this study established the administrative feasibility of the program. The following points are pertinent:

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[5] Richardson, Ann and Sharp, Laura M., The Feasibility of Vouchered Training in WIN: Report on the First Phase of a Study, Washington, D.C.: Bureau of Social Science Research, Inc. December 1974.

1. Clients made decision on occupation and training institutions and successfully negotiated admission to training without agency intervention.
2. Voucher client decisions were "reasonable." In fact they tended to opt for somewhat higher levels of occupation, selected a broader range of occupations, and made occupational choices which were less sex-typed.
3. Clients and/or schools did not tend to contract for the maximum training time and money allowable, as was feared.
4. WIN staff were able to operate within a voucher system.
5. The voucher system, per se, posed no particular problems for the schools.

The first model to be developed was based on the foregoing perspectives, and is presented in Appendix A to provide an understanding of the background and origins of the Career Advancement Voucher Demonstration Project.

REFORMULATION OF THE PROGRAM

The Department of Labor reviewed the initial design and concluded that it was inappropriate to adapt the WIN-G.I. Bill approach to CETA programming for three reasons: (1) CETA participation does not involve the personal sacrifice of time and earnings which was reflected in military service; (2) G.I. service in defending the country was not conceptually equivalent to the community service provided in CETA: (3) CETA programs are geared to be relatively short-term so as to rapidly move youth into unsubsidized jobs, while veterans would utilize their educational benefits for purposes which may or may not be tied to seeking employment; and (4) CETA legislation did not permit encumbrance of funds for anywhere near the ten year period permitted under the G.I. Bill.

In order to conduct appropriate demonstration research which focuses on programming to provide CETA youth with opportunities for college education, a new design had to be developed. The resulting reformulation involved viewing the college opportunity as an additional CETA program component--a strategy of individualized employability development which could be implemented by any CETA prime sponsor under existing CETA regulations.

This approach was developed by examining the nature of current CETA programming in light of the stated goal which was to facilitate youth participants' entry into the primary labor market. These factors have already been described in the first section of this chapter. The details of this approach are presented in Appendix B.

Research Design

The Career Advancement Voucher Demonstration Project addresses seven major questions.

1. Whether demonstration project participants who receive an opportunity to attend college for at least two years will be more likely to enter the primary labor market and otherwise have more positive post-program employment and earnings experiences than comparable CETA participants who do not receive such an opportunity.

2. Whether the "human capital" return on the DOL investment will be greater for project participants than for the control group served through standard CETA youth operations.

3. Whether free choice for youth in selection of college and courses through use of a voucher is more beneficial than having program operators assist youth and approve such education decisions.

4. Whether demonstration project participants who receive counseling services which focus on assisting them with getting involved in college life will be more likely to persist in college and implement their career plans.

5. Whether area unemployment rate and other local conditions interact with post-program participant outcomes.

6. Whether there are criteria which have predictive validity for selection of participants in similar future CETA programs.

7. Whether CETA resources can be linked to other community resources to facilitate college education for disadvantaged youth.

The following hypotheses will be tested:

1. CETA participants who receive an opportunity to attend college will be more likely to enter the primary labor market than comparable CETA participants who do not receive such an opportunity.

2. In high unemployment areas the differences in the rate of entering the primary labor market between college attendees and regular CETA participants will be greater than in low unemployment areas.

3. CETA participants who have free choice in selection of college and courses (voucher) will be more likely to enter the primary labor market than participants whose educational decisions must be approved by CETA staff.

4. CETA participants who receive assistance with integration into college life will be more likely to complete their educational programs than CETA participants who do not.

Additional hypotheses to be tested by this demonstration are:

5. The greater the potential for college work as revealed

by test scores, the greater the discrepancy in labor market attainments between those participants who receive an opportunity to attend college and those who do not receive such an opportunity.

6. The greater the involvement of a participant in the normal life of the college, the more likely that participant will enter the primary labor market.

Selection Criteria

The research design for the CAVD Project is an experimental-control group design. A pool of youth were recruited in each of the five demonstration sites according to criteria specified for that project site.

One of the major purposes of the demonstration project is to develop a methodology for identifying those CETA youth participants who should be given the opportunity for college education. Therefore participant selection procedures for creating a pool of potential project participants was subject to research controls.

Five CETA prime sponsors are participating in the demonstration. Two of these sponsors (El Paso and Little Rock) utilized their own criteria for determining which youth will be offered the college experience. Two other sponsors (Atlanta and Washington) selected youth by criteria established by CPC&H. One CETA prime sponsor (Pittsburgh) did not use any criteria at all in determining which youth were offered the college experience. The criteria for selection established by CPC&H was the General Aptitude Test Battery G Score. Regardless of the criteria to be used in determining which youth were offered the college experience, all CETA prime sponsors were to recruit a pool of at least 200 youth between the ages of sixteen and twenty-one years who met YETP eligibility requirements and who desired and were available for full-time college work. The program operators were to administer three sub-tests (Aptitude G) of the General Aptitude Test Battery (GATB), and forward the test booklets to CPC&H for examination.

The anticipated critical score on the sub-tests of the GATB to be used as a cut-off for selection into the final pool for two prime sponsors was G-90. The final pool would consist of 150 youth at each site. The cut-off score of G-90 was selected based on the literature which reports a significant correlation between Aptitude G scores and college success. Although G-100 is the established critical score for success in junior college, it was felt that G-90 could be used in the Career Advancement Voucher Demonstration Project with only a moderate risk to the success of the program at junior colleges. This conclusion was based on two findings. Clark and Plotkin in a study of black college students at integrated colleges (1963) found that the SAT (which correlates highly with the GATB) predicted college success less well for blacks than for whites.[6] The second reason is that retest on the GATB (or other similar tests) raises the score by more than five points. It was believed that CETA youth have less test experience than other, more privileged, groups, with the consequence that the GATB score underestimated their true college potential.

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[6] Clark, Kenneth B. and Plotkin, Lawrence, The Negro Student at Integrated Colleges, New York: National Scholarship Service and Fund for Negro Students, 1963.

Anticipating that a cut-off score of G-90 might not produce the number of trainees required for the program and control group, the final decision concerning the actual cut-off score was made after an initial group of 50 test scores from each site were reviewed by CPC&H in early May. An assessment was made regarding the use of this selection criterion vis-a-vis our target population and the cut-off score was set at G-80. It is recognized that this decision increased the risk to program success.

Experimental and Control Groups

The final determination of which youth would receive the college experience was done by CPC&H on a random basis. All selected youth were randomly assigned to one of five groups as follows:

1. Voucher plus Assistance with Involvement in College Life (N=25)*
2. Voucher plus No Assistance with Involvement in College Life (N=25)
3. Non-Voucher plus Assistance with Involvement in College Life (N=25)
4. Non-Voucher plus No Assistance with Involvement in College Life (N=25)

5 Control Group - regular CETA program (N=50)

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* Number assigned to each group in each site.

The one hundred youth comprising the first four groups were to be enrolled in college. The remaining fifty youth were to be enrolled in a regular CETA program appropriate to their needs. The four experimental groups can be visualized as follows:

I VOUCHER Assist with Involvement N=25	II VOUCHER No Assist with Involvement N=25
III NON-VOUCHER Assist with Involvement N=25	IV NON-VOUCHER No Assist with Involvement N=25

Briefly the four groups differ from one another in the following way:

I. Voucher (Free Choice) Assist with Involvement

Student has free choice to select college and courses. Although the counselor shall assist the youth with being involved in college life after enrollment, the counselor shall make no efforts to assist the youth with college and course selections in any way unless specifically requested by the youth.

II. Voucher/No Assist With Involvement

Student has free choice to select college and courses. The counselor shall not make any efforts to assist the youth with being involved with college life. The counselor shall make no efforts to assist the youth with college and course selections in any way, unless specifically requested by the youth.

III. Non-Voucher (No Free Choice) Assist With Involvement

Student shall select a college and courses only after he/she has received guidance, assistance and approval from the project counselor. In addition to the overall academic assistance received from the counselor with college and course selection, the counselor shall also actively assist the student in whatever way possible to become fully involved in college life or campus activities.

IV. Non-Voucher/No Assist With Involvement

Student shall select a college and courses only after he/she has received guidance, assistance and approval from the project counselor. Although the counselor shall assist the student in any way necessary with enrollment and subsequent course selection and career choices, the counselor shall not make any effort to assist the youth with being involved with college life.

This 2 X 2 factorial design implies that the CAVD programs will be implemented with research controls on two features of college selection and attendance. The first is the voucher (or free choice) variable. The second is the integration into college life variable. This, in turn, required local staff understanding of the research variables, and cooperation in the implementation phase between research and program operators.

Voucher Variable

The voucher/non-voucher variable is designed to test whether free choice for youth in selection of colleges and coursework is more beneficial than having program operators assist youth and approve educational decisions. Do those youth with autonomy of decision-making with regard to their educational plans make different career choices than those who do not have free choice? Are they more likely to persist in college and implement their career plans? In order to address these questions, one half of the experimental group for each site will be divided into those youths who have freedom of choice in the selection of college and coursework (voucher). The other half of the experimental group for each site will be those youths who will select a college and courses only after consultation with and approval by the project counselor (non-voucher).

Assistance with Integration into College Life Variable

One-half of the youth who were selected to attend college in this project were assigned to receive special counseling services, called "assistance with integration into college life." The other half of youth selected to attend college were not to receive this assistance, but they were not to be hindered in any effort they made to integrate themselves into college life. It has been estimated that college attrition rates for target populations like those served by this project is relatively high--about fifty percent. Therefore, it is appropriate to try to maximize youths' chances of completing school and subsequently implementing career plans.

Although there are many reasons why youths drop out of school, studies have identified that a major characteristic of youth who drop out is that they tend to be persons who were not involved in the campus life of the college they attended; they did not participate in any of the many activities which occur on college campuses. The "uninvolved" student is described as one who does not participate in any extracurricular college activities, is seldom on campus except to attend classes, and interacts infrequently with fellow students or faculty. The "uninvolved" student has a relatively poor chance of persisting in college and implementing career plans.[7]

Several patterns of "involvement" have been identified--interpersonal, academic, athletic--all of which lead to increased chances of completing college and implementing career objectives. What seems to happen when students become involved is that they find peers and associates who give them advice, consultation, and often, consolation about issues of college life. "Involved" youths are often better able to bridge the gap between the values of their own communities and the values of the college world, when these are different. It has been found that

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[7] Astin, Alexander W., Four Critical Years, San Francisco: Jossey-Bass, Inc., 1977.

"involvement" does not have to be any specific type; it only needs to be something which brings the student into regular, stimulating contact and participation with other college students, faculty, or staff. The decision to implement such a counseling effort in this project has been based on the above thinking. It is intended that this counseling effort will stimulate and assist youths to become comfortable with college because they are a part of college life.

Some college youth get involved in college life activities on their own and this project does not seek to hinder any of its youths from becoming involved. However, it is a goal of the project to discover by working closely with fifty youth in each side if there are identifiable, replicative mechanisms or practices which will help youth become involved in college life.

The counselors working with the youth who are selected to receive assistance with integration in college life were given three basic tasks to perform:

Step 1. "Counselors shall assess the formal and informal social structures which exist at the colleges which selected youth will be attending. Participant observation may be one useful method of making this assessment. Counselors should identify formal and informal, official or unofficial college clubs, groups, or organizations (social, academic, athletic, political, other....). Counselors should get to know where youth congregate at the college and what the social life and social fabric is like at each college.

Step 2. Counselors shall assess and evaluate the nature of each of the fifty youths' interests, needs and preferences for extracurricular or social activities. This requires that counselors be skilled at establishing comfortable relationships and rapport with youth. Counselors must also develop, with the assistance of each youth, ideas about which college activities would be most stimulating or interesting to the youth.

Step 3. Counselors and youth shall develop a strategy or plan for linking each youth with the organizations or groups which have been selected. This plan may be formal or informal; and active, innovative methods are encouraged as long as they are reasonable."[8]

It was suggested that counselors assigned to assist the fifty youths should be individuals who are comfortable with active, non-traditional counseling techniques. Site directors were encouraged to develop staffing assignments with this in mind.

Data Collection

Data collection in the CAVD project involves the establishment of baseline measures for each youth in the program, and periodic follow-up information on both youth who remain in the program and those who drop out. Accordingly, data are to be collected eight times during the life of the project and after. These data collection periods are:

May-June, 1979
August, 1979
January, 1980
May, 1980
August, 1980
January, 1981
May, 1981
October, 1981

May-June, 1979, involved data collection through application and intake procedures and consisted largely of background and demographic information. The seven remaining data collection times, which correspond to the beginning and/or end of semesters, involve face-to-face interviews conducted with each youth by a trained CPC&H interviewer using a structured interview guide.

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[8] "Assistance with Integration into College Life, Discussion Paper, Glen Cove CAVDP Conference, June 1979.

The interviews will allow for the collection of ongoing factual information such as college courses taken, work experience, living arrangements, participation in campus activities, etc. In addition, baseline and time series measures were established for other variables such as vocational attitudes and preferences, educational aspirations, occupational aspirations, family roles and relationships, social and peer group networks, and leisure time allocations. The objective is to measure change over time in the experimental and control groups.

In addition to these variables, which will be measured by interviewing the youth in the program, two other data sources are being developed. One of these sources is qualitative: diaries kept by a small number of college-enrolled youth.

The qualitative information in these diaries will be used to shed light on:

-- perceptions of this opportunity in the minds of the youth

-- hopes for the future

-- perceptions of social support system

-- changes occurring in perceptions of this opportunity

-- involvement in normal life of the school

-- participants' evaluation of their experiences in the program

-- participants' attitudes toward the program

The technique used in this approach will include in-depth interviews and the use of diaries. Some youth will be selected and paid to keep an ongoing diary of their experiences in the program. These diaries will be content-analyzed. With this qualitative data, CPC&H will be seeking to identify the structures, processes, and experiences that appear to facilitate success in the program.

An additional source of data is program records of the project operators. Both quantitative and qualitative data are being collected on the program operations at each site. Reporting procedures have been developed for the staff that generate on-going recording of participant information such as class attendance, wages paid, type of summer job, number of counseling sessions, social services requested, social service provided, etc.

Intermittently, Project operators are requested to prepare special reports on certain program operations. For instance, a special report on recruitment, another on enrollment, and a special counseling report have been requested from project operators. Process evaluations of program operations can be developed from this type of information.

CHAPTER II

Characteristics of the Five Demonstration Sites

Just as there was planned variation in two variables affecting college selection and completion, the CAVDP also planned variation among the sites in which the demonstration would be carried out. One of the variations involved selection of a Job Corps, rather than a CETA site. This variation, however, could not be carried out for administrative reasons. In any multiple-site demonstration there are bound to be differences from one site to another. Thus, the research task became one of identifying and attempting to control a few key site variables so that the effect of context upon the outcomes of the CAVDP could be systematically assessed.

This chapter presents a general profile of each of the five demonstration sites, with particular attention to the economics of each site. Since the project is concerned with entry into the labor market, it was reasoned that the major contextual influences upon the variables to be studied would stem from the economic structure of each of the cities involved in the project.

Planned Variation in the Sites

There are two kinds of planned variation among the five sites: (1) criteria for selection into the program; and (2) unemployment rate.

Selection Criteria

As noted in the previous chapter, two of the five sites were to use their own criteria in deciding who should be given the opportunity to attend college; two other sites were to utilize a GATB score of eighty or higher; and the remaining site was to have no criteria at all. The reasoning involved in this variation has already been explained in Chapter I (cf. pp.I-13,I-15). As noted in that chapter, Atlanta, Georgia, and Washington, D.C. utilized the GATB criterion; El Paso, Texas and Little Rock, Arkansas developed their own criteria; while Pittsburgh, Pennsylvania utilized no criteria.

Unemployment Rate

Since entry into the labor market is heavily controlled by the number and variety of job openings, it is logical to assume that the ease or difficulty youth have in finding employment varies according to the unemployment rates. Accordingly, it was criginally planned to locate the CAVDP in at least two cities with high unemployment rates, and at least two cities with low unemployment rates.

For purposes of the CAVDP, high unemployment was defined as a city with an unemployment rate in October, 1978 of at least 6.8%. Low unemployment was defined at the rate no higher than 3.6% in October, 1978. These two cut-off points are one standard deviation from the mean unemployment rate of 5.2% for 204 selected metropolitan areas in October of 1978 (see: Bureau of Labor Statistics, "State and Metropolitan Area Unemployment: October, 1978," News, United States Labor Department, Washington, D.C.: USDL 78-1024, December 18, 1978).

For a variety of programmatic, political and organizational reasons, only one of the twenty-seven high unemployment areas, according to this definition, could be included in the study. That site is El Paso, Texas. At the same time, and for the same set of reasons, none of the thirty low unemployment areas could be included in the study.

Nevertheless, as Table II-1 shows, there is considerable variation in unemployment rates among the five selected sites. This table provides the unemployment rates for selected months for each of the five sites.

TABLE II-1

UNEMPLOYMENT RATES OF THE FIVE CAVD SITES FOR FOUR SELECTED MONTHS

Month	SMSA				
	Atlanta	El Paso	Little Rock	Pittsburgh	Washington
October, 1977	6.9	11.0	4.2	5.9	4.8
September, 1978	5.9	9.2	5.5	6.1	4.5
September, 1979	4.5	7.4	4.5	5.7	4.3
October, 1979	4.6	7.0	4.5	6.9	4.2

Between October, 1977 and October, 1979 there was a decreasing unemployment rate in three of the sites; in Little Rock and Pittsburgh the rates fluctuated, but overall increased slightly. Despite this, the relative positions of the five sites with respect to unemployment remained the same. A Friedman two-way analysis of variance shows statistically significant consistency (less than .01) in the unemployment rankings of the five sites from month to month.

We shall, for purposes of this demonstration, consider El Paso and Pittsburgh as high unemployment sites, and the remaining three sites (Atlanta, Little Rock and Washington) as low unemployment sites. The planned variation in the five sites is summarized in the chart below. Examination of the effects of these contextual variables will be done through analyses of variance and covariance.

Planned Variation in Sites

Site	Selection Criteria	Unemployment
Atlanta	GATB	low
El Paso	own	high
Little Rock	own	low
Pittsburgh	none	high
Washington	GATB	low

A Profile of Each of the Sites

In this section we shall present a brief economic profile of each of the project sites. The data used are for the various Standard Metropolitan Statistical Areas (SMSAs). It should be pointed out that the target areas of the project sites are not necessarily identical to the SMSAs. In Atlanta, Pittsburgh and Washington,D.C., most of the CAVDP youth are drawn from the center cities, while the SMSAs include large populated suburban and other urban areas. On the other hand, the Little Rock CAVDP target area includes two sparsely populated counties not included in the SMSA. Further, as a border town, El Paso is unique: although linked geographically and economically to Cuidad Juarez, Mexico, data are included on El Paso County only--which is coterminous with the CAVDP target area. Despite these drawbacks, SMSA data provide the best available information.

TABLE II-2

CHANGES IN POPULATION, 1970-1977

	SMSA				
	Atlanta	El Paso	Little Rock	Pitts-burgh	Wash-ington
Estimated Population July 1, 1977	1,831,500	434,700	369,200	2,294,500	3,033,100
Percent Change, 1970 to 1977	14.8	21.0	14.2	-4.5	4.2
Percent Migration 1970 to 1977	7.1	6.9	6.1	-5.6	-2.0

Table II-2 includes some population characteristics of the five sites. As estimated by the Census Bureau for July 1, 1977, the SMSAs range in size from less than 400,000 in the case of Little Rock, to over three million in the case of Washington, D.C. The areas also show considerable variation in the growth rates: the population of El Paso increased twenty-one percent between 1970 and 1977, while at the other extreme the Pittsburgh area has shown a decline of nearly five percent. In both Pittsburgh and Washington, out-migration has exceeded in-migration, although a higher birth rate in Washington has resulted in a minimal overall increase in the population size.

One can expect that SMSAs will vary by the types of jobs available and by the general availability of jobs. Thus, where differences in SMSAs are found, because of the costs of geographic mobility, the ability of CAVD and control group to enter primary labor markets will

TABLE II-3

PERCENT DISTRIBUTION OF WORKERS, BY TYPE OF INDUSTRY
MARCH, 1977

	SMSA				
Type of Industry	Atlanta	El Paso	Little Rock	Pitts-burgh	Wash-ington
Agricultural Services	0.3	0.2	0.3	0.1	0.2
Mining	0.1	0.1	0.5	1.5	0.1
Contract Construction	5.1	6.4	5.4	5.6	5.2
Manufacturing	16.4	21.0	19.0	26.6	4.2
Transportation and Other Public Utilities	9.1	5.9	6.1	5.0	4.1
Wholesale Trade	9.4	5.8	7.1	5.0	3.2
Retail Trade	17.4	19.7	15.9	15.5	16.0
Finance, Insurance and Real Estate	7.1	4.4	6.3	5.1	5.9
Services	18.8	15.9	18.3	18.8	23.4
Government	16.3	20.4	21.2	16.8	37.7
Non-Classified	0.1	0.1	0.1	0.1	0.1
Total	100.1	99.9	100.2	100.1	100.1
Total Number of Workers	813,034	139,418	161,512	912,901	1,391,231
Ratio Workers to Estimated Population	.444	.321	.437	.398	.459

be affected by the city in which they live. Several measures of the differences in the SMSAs are included. First, Table II-3 shows the percent distribution of workers by type of industry in March, 1977. Data were taken from "County Business Patterns" and from the Bureau of Labor Statistics (BLS) estimates of the number of governmental workers. Considerable variation can be found between sites. Washington is particularly unique in its high proportion of workers engaged in manufacture. The presence of the steel industry gives Pittsburgh a particularly high proportion of workers in manufacturing. For its part, Atlanta may be viewed as a regional center. This is reflected in the higher proportions of workers in wholesale trade and finance, compared to the other sites. In addition, Atlanta ranks highest in the percent of business establishements that are the national or regional administrative or auxiliary offices of larger firms (1.8% of the establishments in Atlanta are of this type, compared to 0.8% in Little Rock and 1.0% in the other three sites). As a state capital, Little Rock has a large proportion of governmental workers, and also it has relatively large proportions engaged in wholesale trade and finance (though less than in the case of Atlanta). El Paso is over-represented in the construction, manufacturing, retail trade and governmental categories.

Table II-3 also presents the ratio of number of workers to the estimated population. El Paso and Pittsburgh have considerably lower ratios than Washington, Atlanta and Little Rock. One factor that partly explains this is the difference in the unemployment rates of the sites (Table II-1). However, it may also be suggested that part of the variation is due to the presence or absence of jobs traditionally held by women (for example, the abundance of clerical and other white collar jobs in the federal government may increase the proportion of employed women in Washington). If this is so, we must consider that a young woman in Pittsburgh or El Paso will have greater difficulty in obtaining employment than will her counterpart in Washington, Little Rock or Atlanta.

There is also some concern over shifts in the economic structure of the SMSAs over time. Using BLS estimates for September, 1979 Table II-4 shows changes in employment over a thirty month period. The greatest shift occurs in Pittsburgh, where there has been a considerable decrease in the proportion of governmental workers. With this exception, shifts over this limited time period appear to be minor.

A major concern of this project is to determine whether the CAVD program improved a youth's opportunity to find employment in the primary, as opposed to the secondary, labor market. In order to determine whether the five sites differ in any way with respect to the distribution of such markets, a model developed by E.M. Beck, et.al.[1] was utilized. These authors argue that each industry can be identified as belonging either to the "core" sector

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[1] E.M. Beck, Patric Horan and Charles M. Tolbert, II, "Stratification in a Dual Economy: A Sectoral Model of Earnings Determination," American Sociological Review 43 (October 1978)pp.704-20.

TABLE II-4

CHANGES IN THE PERCENT DISTRIBUTION OF WORKERS, MARCH, 1977 TO SEPTEMBER, 1977, BY TYPE OF INDUSTRY

	SMSA									
	Atlanta		El Paso		Little Rock		Pittsburgh		Washington	
Type Industry	1977	1979	1977	1979	1977	1979	1977	1979	1977	1979
Contract Construction	5.1	4.3	6.4	5.0	5.4	5.5	5.6	5.4	5.2	5.4
Manufacturing	16.4	16.0	21.1	20.1	19.1	17.7	26.7	26.9	4.2	3.6
Transportation and Other Public Utilities	9.2	9.2	5.9	6.8	6.1	6.9	5.0	6.2	4.1	4.6
Wholesale and Retail Trade	26.9	27.4	25.6	25.3	23.0	23.5	20.5	22.6	19.2	19.2
Finance, Insurance and Real Estate	7.1	7.2	4.4	4.8	6.3	6.9	5.1	4.7	5.9	6.0
Services and Mining	19.0	18.4	16.2	16.7	18.7	19.3	20.3	22.0	23.6	25.6
Government	16.3	17.4	20.5	21.3	21.3	20.2	16.8	12.2	37.8	35.5
Total Number Workers (1,000s)	809.8	867.3	139.0	155.2	160.9	178.6	911.3	947.7	1,387.2	1,478.9

TABLE II- 5

SECTORAL CLASSIFICATION OF INDUSTRIES

Core Sector	Periphery Sector
Mining	Agriculture, forestry, and fisheries
Construction	Durable manufacturing
Durable manufacturing	Lumber and wood products, except furniture
Stone, clay and glass products	Furniture and fixtures
Metal industries	Miscellaneous durable manufacturing
Machinery, except electrical	Nondurable manufacturing
Electrical machinery, equipment, and supplies	Food and kindred products
Transportation equipment	Tobacco manufactures
Professional and photographic equipment, and watches	Textile mill products
Ordnance	Apparel and other fabricated textile products
Nondurable manufacturing	Leather and leather products
Paper and allied products	Not specified nondurable manufacturing
Printing, publishing and allied industries	Retail trade
Chemicals and allied products	Business and repair services
Petroleum and coal products	Personal services
Rubber and miscellaneous products	Entertainment and recreation services
Transportation	
Communications	
Utilities and sanitary services	
Wholesale trade	
Finance, insurance, and real estate	
Professional and related services	
Public administration	

TABLE II-6

MEAN TURNOVER RATES FOR 12 CORE AND 8 PERIPHERY INDUSTRIES, SEPTEMBER, 1978

	Accession Rates				Separation Rates			
Type Industry	Total	New Hires	Recalls	Other	Total	Quits	Lay Offs	Other
Core	3.8	3.1	0.5	0.2	3.8	2.3	0.6	0.9
Periphery	6.8	5.6	1.0	0.2	6.8	4.6	1.0	1.2

or to the "periphery" sector of the economy and that structural conditions are such that primary labor markets develop in core industries and secondary markets will be found in periphery industries (see Table II-5 for the classification of the industries). To test the value of the sector concept we compared the turnover rates of twelve core and eight periphery industries during an arbitrarily-selected month (September, 1978). According to dual labor market theory, a major difference between primary and secondary labor markets is that the former is much more stable, with lower turnover rates among workers when compared to the latter. If the sector model has validity, we would expect the core industries to have, on the average, lower turnover rates than the periphery. As can be seen in Table II-6, this expected relationship does hold: both mean separation and accession rates are 6.8 for periphery industries and 3.8 for the core industries.

TABLE II-7

PROPORTION OF WORKERS IN CORE AND PERIPHERY INDUSTRIES, MARCH, 1977.

	SMSA				
	Atlanta	El Paso	Little Rock	Pittsburgh	Washington
Core Industries	69.0	59.2	72.6	76.8	74.2
Periphery Industries	30.7	40.8	27.2	23.2	25.7
Undetermined	0.4	0.0	0.1	0.0	0.1

Table II-7 compares the five sites in terms of the percentage of jobs in the two sectors. It shows, in effect, the size of the primary labor market of each site. Two of five jobs in El Paso County are in peripheral industries, compared to only about one in four in the Pittsburgh, Washington and Little Rock SMSAs. El Paso's high periphery industry rate is due largely to a high proportion of jobs in periphery manufacturing firms, while Atlanta's disproportionately high periphery rate can be attributed to a large grouping of jobs in periphery service industries.

Monthly turnover rates in manufacturing industries only are available for three of the five sites--Atlanta, Little Rock and Pittsburgh. Of the five sites, Pittsburgh has the highest proportion of manufacturing jobs in the core sector (93.0 percent) and this SMSA consistently shows the lowest separation rate over a six-month period. However, while Little Rock has a higher proportion of core manufacturing jobs than Atlanta (74.3 percent vs. 69.4 percent), Little Rock's separation rate tended to be higher than Atlanta's. On closer examination, the industries listed by Beck, et al. as belonging to the core sector show considerable variance in separation rates (for one month the rates ranged from 2.3 to 6.0), suggesting that the primary labor market may be more completely developed in some of the industries than in others. Thus, it may be that the core industries that are predominant in Little Rock are less developed--in terms of its internal labor markets--than is the case in Atlanta. Clearly, a more detailed analysis of the industrial make-up of the SMSAs is necessary to examine this issue.

One additional factor that might be considered is differences in income. With respect to average hourly earnings of those in manufacturing, there is considerable variation, ranging from a low of $4.94 in El Paso to a high of $8.69 in Pittsburgh, with Wasthington at $7.41 and Atlanta and Little Rock at about $6.00. However, these differences must be interpreted in light of the fact that the cost of living also varies between cities. For example, BLS's estimate of a lower budget of a four person family in Washington is nearly $2,000 higher than that for the same family in Atlanta, with Pittsburgh's being intermediate between the two. Unfortunately, no estimates are available for El Paso or Little Rock. However, given the differences in the cost of living for different areas, comparisons across sites of the wages of our control and experimental group youth could result in misleading conclusions.

This analysis of the economy of each of the five demonstration sites is obviously not complete. Future analyses will locate the pool of CAVDP recruits in the economy of each of the cities. An overview of the data is presented in Table II-8. In brief, each of the demonstration cities may be characterized as follows:

Atlanta, Georgia - This is the most "typical" of the five demonstration sites in that it holds the median position on most of the measures presented in Table II-8. As a regional business center, Atlanta's economy is a diversified one, but is concentrated in wholesale and retail trade and services. The fact that it is a growing business center is shown in its in-migration rate which is the highest of the five demonstration sites. Youth in the CAVDP should have only modest difficulty in finding a place in the primary labor market.

El Paso, Texas - Interestingly, El Paso shows a continuing in-migration of population despite its high unemployment rate. Although it has a diversified economy, it ranks the lowest on those measures (ratio of workers to population, percentage of workers in core industries, average hourly earnings, unemployment rate) which are thought to reflect the strength of the economy. CAVDP participants in El Paso will, perhaps, have the most difficult time in finding a place in the primary labor market.

Little Rock, Arkansas - This is the smallest of the five demonstration sites. It is much like Atlanta in that its economy is diversified and is moderately strong compared to the other

TABLE II-8

SELECTED CHARACTERISTICS OF CAVDP DEMONSTRATION SITES

SITE	POPULATION JULY, 1977	MAJOR INDUSTRY	% MIGRATION 1970 - 1977	RATIO OF WORKERS TO POPULATION	% WORKERS IN CORE INDUSTRIES	AVERAGE HOURLY EARNINGS
Atlanta, GA	1,831,500	diversified	+ 7.1	.444	69.0	$6.09
El Paso, Tex	434,700	diversified	+ 6.9	.321	59.2	$4.94
Little Rock, Ark.	369,200	diversified	+ 6.1	.437	72.6	$5.88
Pittsburgh, PA	2,294,500	manufacturing	- 5.6	.398	76.8	$8.69
Washington, DC	3,033,100	government	- 2.0	.459	74.2	$7.41

demonstration sites. Although it is a state capital, government does not seem to dominate this city, for a majority of its workers are in manufacturing, retail trade and services. Like Atlanta, CAVDP participants should experience only modest difficulty in finding a spot in the primary labor market.

Pittsburgh, Pennsylvania - Of the five demonstration sites, Pittsburgh is clearly the one whose economy is dominated by manufacturing. Given the high proportion of its jobs in the primary labor market, Pittsburgh's high unemployment rate was unexpected. This is due, no doubt, to the depressed state of the steel industry. Pittsburgh's high unemployment rate may be expected to continue, as steelworkers are still being laid off. These factors indicate limited opportunities available in the primary labor market for CAVDP students, especially since these youth were not selected for their college potential.

Washington, D.C. - Is the largest of the demonstration sites, and least like any other city in the nation. Curiously, it is experiencing an out-migration of population, despite its relatively high wage structure and low unemployment rate. It is presumed that the out-migration is due to non-economic factors of central city crime, declining services and accessibility of the suburbs. It would seem that the primary labor market is more available to CAVDP participants than for the other four sites.

As stated at the end of the previous section of this chapter, the influence of these and other variables upon the outcomes of the CAVD project will be examined through analysis of variance and covariance.

PART II

IMPLEMENTATION OF THE CAVDP

CHAPTER III - Overview of Implementation

CHAPTER IV - Project Organization and Structure

CHAPTER V - Recruitment of Participants

CHAPTER VI - Enrollment of Participants in College

CHAPTER VII - Retention During the First Semester

CHAPTER VIII - CAVD At the End of Its First Semester

CHAPTER III

Overview of Implementation

Representatives of the local CETA operations in the five sites and their Federal Representatives assembled in Washington, D.C. on April 3, 1979. Here, probably for the first time, they heard the major details of the Career Advancement Voucher Demonstration Project. They responded enthusiastically to the idea of adding a liberal arts component to the CETA array of programs. Most of the questions raised by those present at this meeting were directed to the administrative arrangements for the additional funds which the CAVD project would bring. The prevailing sentiment seemed to be that if these administrative procedures could be clarified, the project could be implemented according to its design. Although some reservations were expressed about either some of the research requirements of the project, or the feasibility of implementing the program, the general view was that these were problems which CETA always confronted and usually surmounted.

Implementation Tasks

Williams and Elmore (1976) (as cited by Patton, 1978) suggest that:

> "The failure to focus on implementation has blighted not only program administration but also policy research and analysis. In the former case, policy ideas that seemed reasonable and compelling when decisions were made often have become badly flawed and ineffective programs as they drifted down the bureaucratic process. It is not just that the programs fall short of the early rhetoric that described them; they often barely work at all. Ignoring implementation has been equally disastrous for research and analysis. Indeed, it is possible that past analysis and research that ignored implementation issues may have asked the wrong questions, thereby producing information of little or no use in policy-making."[1]

Certainly a look at the implementation phase of the CAVD project is imperative in a research study such as this one, the outcomes of which can have a far reaching influence on the direction of policy for youth employment and training programs.

The difficulties involved in making the program a reality cannot be overstated. With colleges due to open in late August or early September, the local CETA operatives had less than five months to build a program from nothing.

The implementation tasks of the CAVD project included:

1. Creating a local staff to carry -out the program.
2. Recruiting at least 200 youth who met the eligibility requirements for the project.

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[1] Patton, Michael Quinn, Utilization-Focused Evaluation Beverly Hills: Sage Publications, 1978, p.152.

3. Enrolling 100 of these youth in local colleges and 50 in an appropriate CETA program.
4. Developing supportive services for the youth enrolled in college.
5. Establishing monitoring and reporting systems for the project.

Although the fifth task was the primary responsibility of the central research agent, the remaining tasks were the primary responsibility of the local CETA sponsors. Of the five tasks, the most important, by far, were the first three. Unless these were accomplished in a timely fashion, there would be no CAVD project. All of these tasks, especially the first three, were successfully accomplished.

Content of the Chapter in this Section

Although local hiring procedures delayed the hiring of some staffs until early Fall, the local CETA programs were able to hire some staff and reassign other staff to carry out the crucial steps of recruitment and enrollment of youth. The way in which the local CAVD programs are organized is described in Chapter IV. Also discussed in this chapter are the kinds of relationships that have evolved among the local CETA operations, the respective regional representatives, the National Office of the Department of Labor, and the central research agent.

Between April 3, 1979 and June 22, 1979 the five local CETA sponsors recruited a total of 721 YETP eligible youth. This involved contacting and processing over 1000 youth. This could not have been accomplished without extensive outreach activities, primarily on the part of the local CAVD directors. The methods used to recruit youth, and the kinds of youth recruited are described in Chapter V. The methods and kinds of youth recruited raise a crucial question as to whether the CAVD youth are typical of CETA youth in general. Chapter V also examines this issue, and offers some new thoughts on the kinds of youth that are recruited into CETA programs. Finally, the chapter notes a failure to implement a crucial aspect of the original research design. Control group youth failed to enroll in CETA programs. Accordingly, an adjustment was made in the design of the project to provide for the essential comparison of the consequences of a college vs. a CETA experience.

Between June 22, 1979 and September 1, 1979 the local CAVD projects enrolled a total of 440 youth in 62 post-secondary institutions. Chapter VI describes the kind of colleges and post-secondary institutions in which CAVD youth were enrolled. The procedures used to enroll youth in less than three months are examined, and note is taken of the effect of vouchers upon enrollment, and the satisfaction of the youth with the colleges in which they enrolled.

Thus, this part of the report examines how the CAVD project was transformed from an idea to an operating program. Most social policy research concerns itself only with the outcome of the data without much consideration given to testing the presumed courses of those outcomes. That this research project is attempting to look at the implementation process should be encouraging, in that there will be some reference upon which to reflect when analyzing the outcomes of the study. All too often the ability to implement program ideas is taken for granted. Yet, as we shall see, bringing a program into existence confronts program staff with a number of problems and ambiguities. That these problems and ambiguities were resolved is a testimony to the hard work, dedication and professional competence of the local CAVD staffs.

Data Collection

This report contains data collected and compiled in three separate phases since the beginning of the CAVDP.[2]

1. Intake data collected during recruitment (April 1979-June 1979).
2. Educational Testing Service pre-tests and the Survey of Study Habits and Attitudes (July 1979).
3. Wave I face to face interviews conducted by CPC&H personnel with all members of the experimental and control groups.

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[2] Tables reflecting this data throughout the report sometimes show slight variation in sample sizes due to missing data for some youth on certain variables.

Intake Phase

During the recruitment phase of CAVDP, the Central Research Agent compiled basic demographic and background data on all youth recruits. This included extensive employment history as well as family background information regarding employment and education. The source for this was the intake form used by the local prime sponsors and a supplementary guide supplied by CPC&H to the local projects.

In addition the GATB test was administered to all youth during this phase, and in El Paso the SSHA was administered.

ETS and SSHA

In July of 1979, the Central Research Agent visited each project site and administered a battery of pre-tests and the STEP reading test required by the Educational Testing Service. Personnel from the local project sites were requested to assist in scheduling CAVDP participants for administration of the pre-tests. The following set of measures were administered: Vocational Attitude Scale (VA), Job Knowledge (JK), Job Holding Skills (JHS), Work Relevant Attitudes Inventory (WRAI), Job Seeking Skills (JSS), Sex Stereotypes of Adult Occupations (SSAO), and Self Esteem (SE). The Survey of Study Habits and Attitudes (SSHA) was administered at this time in Atlanta, Little Rock, Pittsburgh and Washington, D.C. El Paso had given the SSHA during recruitment.

Table III-1 shows the completion rates by site for the ETS battery and the SSHA.

TABLE III-1

COMPLETION RATES FOR ETS BATTERY AND SSHA BY SITE AND GROUP

(%)

Site		ETS	SSHA
Atlanta	Experimental	66.3	66.3
	Control	66.7	66.7
El Paso	Experimental	91.9	100.
	Control	48	100
Pittsburgh	Experimental	81.7	81.7
	Control	55.6	19
Washington,D.C.	Experimental	73.7	73.7
	Control	18.4	18.4

Wave I

Wave I data collection was conducted in August and September for members of the experimental group in all five sites. The control group data collection for Wave I was done during September and October. This phase consisted of a face to face interview conducted with each youth by a trained interviewer from Clark, Phipps, Clark & Harris, Inc. Table III-2 shows completion rates by site for First Wave Interviews.

TABLE III-2

Number of First Wave CAVD Interviews Completed

	Experimental Groups								Control Group		Totals	
	I		II		III		IV					
Site	Tested	Total	Tested	Total	Tested	Total	Tested	Total	Tested	Total	Tested	Total
Atlanta, Ga.	17	21	15	21	19	23	19	24	24	34	94	123
El Paso, Tex.	27	27	25	28	28	28	27	28	42	50	149	161
Little Rock, Ark.	25	26	24	26	25	26	26	26	22	47	122	151
Pittsburgh, Penn.	23	24	17	21	23	23	19	20	17	22	99	110
Washington, D.C.	24	27	22	24	23	25	21	22	20	52	110	150
Totals	116	125	103	120	118	125	112	120	125	205	574	695
Completion Rates	92.8%		85.8%		94.4%		93.3%		61.0%		82.6%	

CHAPTER IV

PROJECT ORGANIZATION AND STRUCTURE

The previous chapter described the variety of tasks which had to be accomplished in order to turn the idea of a Career Advancement Voucher Project into an actual program. In this chapter we will describe the first of those tasks. This was creating an organization in each of the five sites to carry out the tasks of recruitment, enrollment, development of services and an administrative system.

Creating an effective organization is a complex undertaking. Individuals with the requisite skills must be assembled, their relations with each other and clientele specified, and relationships forged with the relevant organizations in the program's domain of activity. This chapter is divided into two sections. The first describes the internal structure of the local CAVDP projects. The second describes the relationship between the local project and the key organizations in its domain of activity.

BASIC STAFFING PLAN AND ORGANIZATION

The final Guidelines briefly addressed the issue of comparability of staffing patterns among the five demonstration project sites. Recognizing that "some variation in staffing...may be appropriate", the guidelines concluded that a staff of "...four counselors, clerical help, and a project director would appear necessary for each project". [1] Specific task analyses for these positions were not outlined by the central research agent or the National Office of the Department of Labor (NDOL) to the project sites. The closest indicator of expectations of project staffs was reflected in one sentence: "Counselors to work with youths, and a supervisor of each demonstration site are necessary". [2] Also discussed verbally was the need for clerical help. The basic organizational structure that was envisioned is shown in the Table of Organization on the next page. It was felt by the central research agent that implementation of the research variables would be facilitated by having a single counselor responsible for each experimental group. In order to allow counselors to concentrate upon counseling, a records clerk was also suggested as a way of relieving the counselors and the Director of the burden of maintaining detailed records. It was also felt that the creation of such a position would remind the local projects that they were involved in a research demonstration project.

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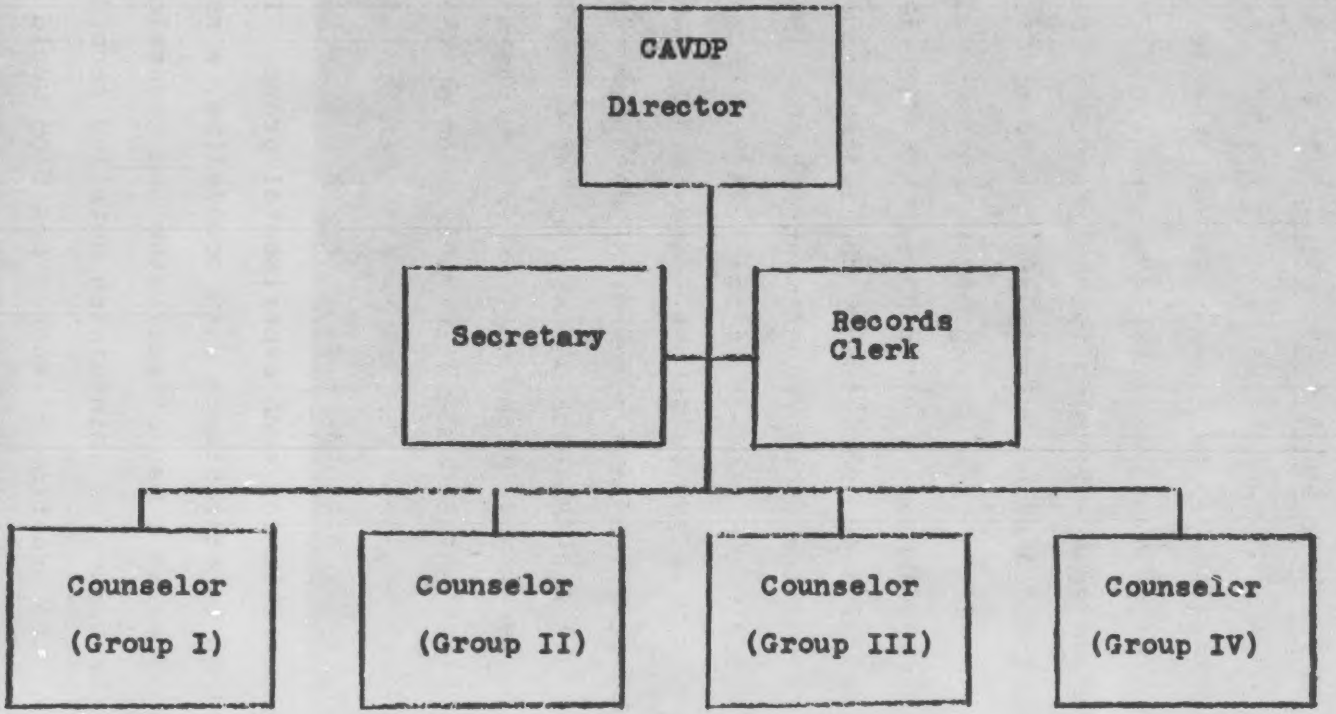
[1] Final Guidelines, Appendix B, p. 37.

[2] Ibid.

Career Advancement Voucher Demonstration Project

Basic Organization


CAVDP
Director
Secretary
Records Clerk
Counselor (Group I)
Counselor (Group II)
Counselor (Group III)
Counselor (Group IV)

Variations in Staffing

The basic organization and staffing of the local projects seem to be well developed. The experience of all the local prime sponsors in creating new programs suggests knowledge of the types of personnel needed to fulfill certain tasks. As part of the CETA system the prime sponsors were familiar with the process of translating project goals into specific activities. While nearly all of the sites have at least the skeleton staffing pattern of four counselors and project director, there are variations among the cities. Pittsburgh shares clerical staff with other CETA Youth Employment Programs. There are four counselors in Pittsburgh. One has been designated as "Lead worker". Atlanta and Little Rock have five counselors with one designated as a "head or chief" counselor. The head counselors are responsible for assuring that the counselor complete necessary statistical forms or provide appropriate information to the records clerk so that it can be consolidated and sent to the central research agent. They also assume responsibility for the project in the absence of the project director and fill in for counselors in their absence.

Two of the five sites--El Paso, and Little Rock have statisticians or MIS technicians in place of the Records clerk. The functions of these technicians is to collect and submit monthly statistical project information and qualitative reports to the central research agent. This function is performed by individuals designated as "head counselor" or "Lead worker" in Atlanta and Pittsburgh.

Although the project secretaries and MIS technicians, where they exist, are directly supervised by the project directors; in Little Rock, the secretary and MIS technician are directly responsible to the office of the CETA director.

Finally, the basic secretarial tasks in Atlanta are performed by the subcontracting agency (see next section) as part of its overhead expenses. Thus, Atlanta does not have a project secretary as such.

Job Descriptions

While local project directors are only bound by their own hiring policies within their prime sponsor areas and are free to select counselors of varying knowledge, skills and abilities, the central research agent articulated certain general expectations of counselors that were felt to be necessary for effective implementation and follow-through of the variables.

The variables (voucher/college involvement; non-voucher/college involvement; non-voucher/no college involvement) were explained to and discussed with the project directors and counselors at the Glen Cove Conference--June 23, 1979 in individual site training sessions when staff was hired, and at the Little Rock Conference--October 18, 1979. Copies of discussion papers that recapitulated the presentations made by CPC&H staff members were distributed to project operators and counselors.

Counselors shall be knowledgeable of "(1) participating colleges; (2) career objectives of participants; (3) programs offered at each college including financial aid, student organizations, and specific course requirements in various career fields in order to assist their youth and implement the variables of voucher vs. non-voucher.[3]

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[3] Career Advancement Voucher Demonstration Project, Discussion of the Voucher/Non-Voucher Variable, Glen Cove Conference, June 22, 1979, p.2.

The counselors who work with those participants who were selected to receive assistance with integration in college life (or college involvement vs. no college involvement variable) have three basic tasks to perform: A) "Counselors shall assess the formal and informal social structures which exist at the colleges which selected youths [are] attending. B) Counselors shall assess and evaluate the nature of each of the [fifty] youths' interests, needs, and preferences for extra-curricular or social activities. C) Counselors and youths shall develop a strategy or plan for linking each youth up with the organizations or groups which have been selected."[4]

There has been no specifically expressed expectations shared by the central research agent with the project staffs regarding remedial and support services. Each site has developed remedial services according to its budget and the needs of the students. Since all participants are eligible for support services, as they were defined in the discussion paper presented at the Glen Cove Conference, no tasks have been outlined for the counselors in the development of these services other than the documentation of each time a participant requests or is offered support services.

These generalized expectations were not translated by the central research agent into specific job descriptions, however. Such a translation was left to the local prime sponsors. In general, each project transformed the basic ideas into jobs that meshed with their own local requirements. An example of the job descriptions that were developed is given below.

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[4] Career Advancement Voucher Demonstration Project, Discussion of Assistance with Integration in College Life Variable, Glen Cove Conference, June 22, 1979, p. 3.

Group I Counselor (Voucher + Integration):

> To work with a group designated as the free choice, assist with college involvement. Students in this group will select the college and their classes on their own. The free choice arrangement will be implemented through the use of a voucher. Counselor will assist students in this group with college involvement by providing special stimulation by assessing the formal and informal structure at the local college and assess the nature of the youth's interest and affinities and extracurricular options available at his or her college. Counselor will develop innovative active and genuine approaches to linking each youth up with appropriate structures at the college. Counselor will provide supportive services as needed. Social support services will include assistance in health, housing, day-care, educational, income, personal and family counseling. Counselor will spot check and verify classroom attendance and deliver time cards to student's work-site. Counselor will hold routine meetings with their group and individuals and assess and monitor educational progress and set up tutoring where necessary. Counselor will perform all tasks as assigned by program director.

Group II Counselor (Voucher Only):

> To work with a group designated as the free choice, no-assist with college involvement. Students in this group will select the college and their classes on their own. The free choice arrangement will be implemented through the use of a voucher. Counselor will provide supportive services as needed including assistance in health, housing, day-care, educational, income, personal and family counseling. Counselor will provide information concerning involvement in college life only if such information is requested by the student. Counselor will spot check and verify classroom attendance and deliver time cards to students worksite. Counselor will hold routine meetings with their group and individuals and assess and monitor educational progress and set up tutoring where necessary. Counselor will perform all tasks as assigned by program director.

Group III Counselor (Integration Only):

To work with a group designated as non-voucher. (No freedom of choice), assist with college involvement. Counselor will approve the choice of college and all classes taken by students in this group. Counselor will assist students through the registration process and resolution of any educationally related issues. Counselor will assist students in this group with college involvement by providing special stimulation by assessing the formal and informal structures at the local college and assess the nature of the youth's interest and affinities and extracurricular options available at his or her college. Counselor will develop innovative, active and genuine approaches to linking each student up with appropriate structures at the college. Counselor will provide supportive services as needed including assistance in health, housing, day-care, educational, income, personal and family counseling. Counselor will spot check and verify classroom attendance and deliver time cards to student's worksite. Counselor will hold routine meetings with their group and individuals and assess and monitor educational progress and set up tutoring where necessary. Counselor will perform all tasks as assigned by program director.

Group IV Counselor (Neither Voucher nor Integration):

To work with a group designated as non-voucher (no freedom of choice). Counselor will approve the choice of college and all classes taken by students through the registration process and resolution of any educationally related issues. Counselor will provide supportive services as needed including assistance in health, housing, day-care, educational, income, personal and family counseling. Counselor will provide information concerning involvement in college life only if such information is requested by the student. Counselor will spot check and verify classroom attendance and deliver time cards to students worksite. Counselor will hold routine meetings with pertaining group and individuals and assess and monitor educational progress and set up tutoring where necessary. Counselor will perform all tasks as assigned by program director.

Background of Staff

These job descriptions imply staff who have had counseling experience, especially at the college level. As was generally true of the organizational aspects of the CAVDP, job qualifications were left to the discretion of the local projects. Most of the staff hired had extensive counseling background and experience. In many instances this experience had been acquired within the CETA system, but also included were high school and college career counselors, a manpower specialist, school teachers, and community activists. Fourteen of the persons hired had bachelors degrees, three had advance degrees (including one doctorate), with several working on them. What seems to characterize the counselors as a group, is skill and experience in working with youth.

Relationships with Other DOL Components

The fact that the basic internal organization of the local sponsors is similar does not mean that the five sites are carbon copies of each other. Each site is unique. This uniqueness flows out of each projects' relationship to its local CETA organization, its regional office, and the leadership style of the Project Director.

The geographic and organizational location of the CAVDP in the five project sites suggest varying degrees of autonomy from CETA. The Atlanta - CAVD program is housed in the offices of The Negro Scholarship Service Fund for Negro Students (NSS-FNS). NSS-FNS is a subcontractor of Atlanta CETA and consequently has more autonomy from CETA. Three of the five sites are semi-autonomous from CETA programs in their prime sponsors areas. They are Little Rock, El Paso, and Washington, DC. Pittsburgh's program has been subsumed under the umbrella of youth employment and training program and is perceived of and operated as any other CETA youth program.

The location of Atlanta CAVD within NSS-FNS, (an agency designed to offer supportive services to minority college students), near the Atlanta University complex offers a convenience to the students as well as a strong linkage to the educational community.

El Paso-CAVD is located on the campus of the University of Texas where a number of participants attend college. This location psychologically removes the CAVDP from the rest of El Paso CETA and provides for an identification with the University community.

Little Rock-CAVD is located in a modern commercial bank office building in downtown Little Rock, not far from the Central Arkansas CETA programs.

Washington, D.C.-CAVD was housed in the D.C. Dept. of Labor Office of Program Planning. Recently the D.C.-CAVD moved to their own offices which offers them more space and a separate identity.

Pittsburgh-CAVD had been housed in the Office of the Mayor but it too, recently moved to be housed with the other CETA youth programs.

From the above descriptions, it is clear that the local CAVDP's identification varies from site to site. Some are clearly more closely identified with CETA and others are more closely identified with the educational community and its surrounding community.

Each project site has regular contact with the Regional Federal Representative assigned to that city. The "Fed Reps" visit their respective CAVDP occassionally and provide technical assistance where necessary. As CAVD moved into the implementation phase, the involvement of the "Fed Reps" seemed to increase, although some "Fed Reps" have been actively involved since the onset of CAVD.

The variance in involvement can be based on a variety of factors:

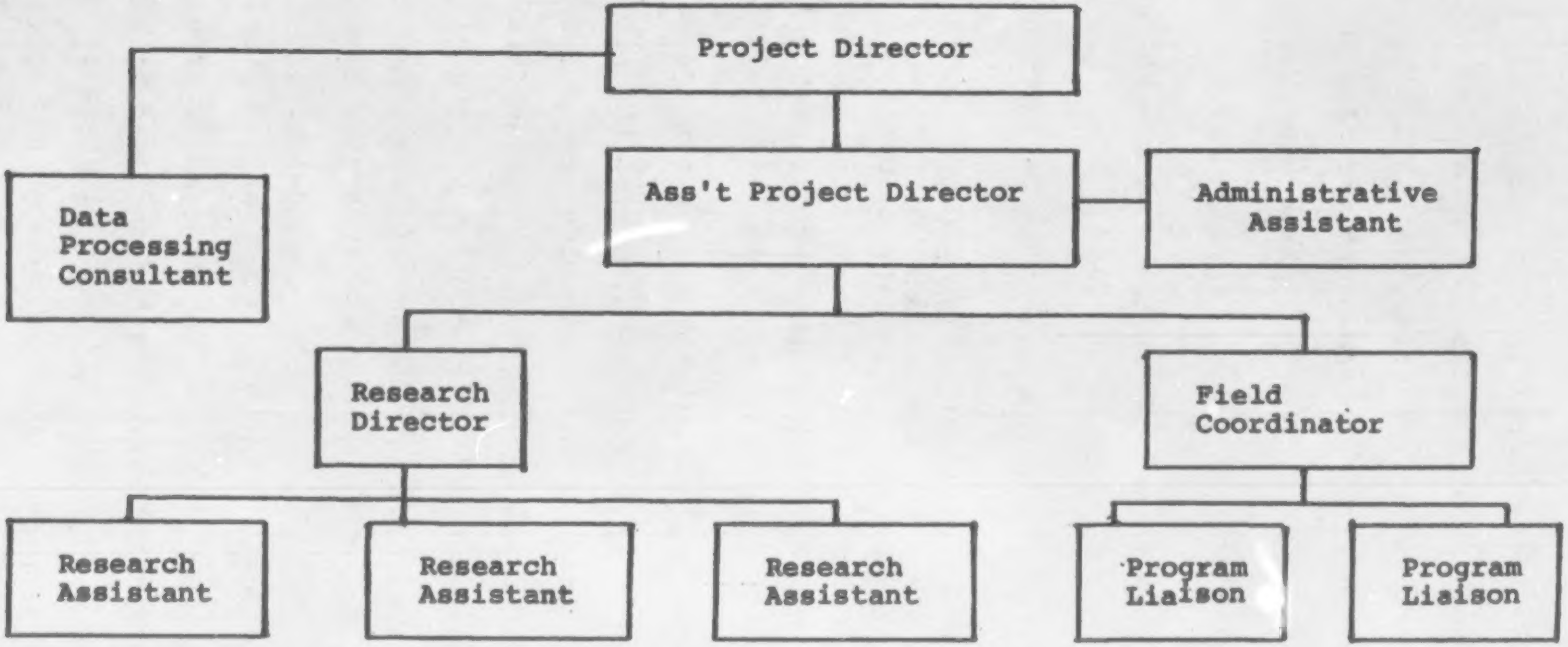
1) The low priority status given the CAVDP in the Federal Regions.
2) The channels of communication between the Central Research Agent and the Regional Offices were not established until after the implementation phase had begun.
3) The personal interest of the Regional Federal Representative.

It is difficult for the central research agent (see org. chart) to address its own relationship with each of the project sites. It is clearly in a non-objective position when doing so. Yet, in certain respects, the central research agent takes on the role of field representative of NDOL. Thus, it does not relate to the sites in the "ordinary" manner of researchers and program staff.

Each project site has a Program Liaison assigned to it by the central research agent (CPC&H). The Program Liaison is available to assist project directors and counselors with implementing the variables according to the research design.

CENTRAL RESEARCH AGENT

Organizational Chart for CAVDP


Project Director
Data Processing Consultant
Ass't Project Director
Administrative Assistant
Research Director
Field Coordinator
Research Assistant
Research Assistant
Research Assistant
Program Liaison
Program Liaison

That Program Liaison is also responsible for observing and discussing any obstacles that may impede or prevent the project directors from complying with the Final Guidelines or subsequent policies that have evolved as the project has progressed from design to reality.

The central research agent has not been as effective in establishing as open and positive relationship as it desires. There are several possible reasons for this ineffective communication between project sites and CPC&H. Among them are:

1) The ambiguities in the nature of the relationship between Central Research Agent and each project site.
2) Unstable and unsatisfactory communication system between Central Research Agent and project sites.
3) A general assumption on the part of the Central Research Agent that the nature of the research is understood by all.
4) Lack of expeditious feedback from data collection activities.
5) The Central Research Agent's struggle to maintain its autonomy and objectivity by not becoming identified as neither an advocate for the project sites nor a monitoring arm of NDOL.

Numerous attempts have been made to correct this situation. More direction from NDOL has been solicited. A meeting of the Project Directors was held to discuss the upcoming year and on-going activities. An information dissemination system has been installed which feeds information to the NDOL, regional offices as well as the local project directors/prime sponsors.

Overall, while the internal structure of the projects is quite strong, the external relations of the project appear to need clarification. The project is a creature of the NDOL and the central research agent. In the process of creating it, the

Federal Representatives played virtually no role. Yet, the project is viewed as a potential addition to CETA's array of programs. As such, CAVDP will have to flow through the regional offices, as do other CETA programs. This means adjusting the program to regional procedures and regulations. The current manner in which the local sites relate to their respective regional offices does not particularly facilitate learning how to fit the CAVDP into the existing CETA system.

A final word must be added about the fit between CAVDP and CETA. This section has identified that the projects relate to their local CETA system in different ways. In particular there seems to be pressure within each CAVDP site to divorce itself from the rest of CETA. Some sites have achieved this to a considerable degree, while other sites have achieved it not at all. Although intended to be a part of CETA, the CAVDP is quite different than the other CETA programs. The variation from site to site in the ties between CAVDP and CETA provides an opportunity to develop some ideas about the structural location within CETA that facilitates best the successful implementation and goal attainment of this new venture in DOL youth program.

CHAPTER V

RECRUITMENT OF PARTICIPANTS

The previous chapter has documented the fact that assembling a staff was problematic for all of the local sites, except Atlanta. Each local CETA prime sponsor was to recruit about 200 youth, of whom 150 would be selected for either the experimental or the control group. These youth had to be recruited between April 3, 1979 and approximately June 15, 1979. Recruiting so many youth in such a short time is likely to strain any staff. But, as the previous chapter has documented, the local prime sponsors, with the exception of Atlanta, were not able to assemble their CAVD staff until well into the summer or beyond. The Atlanta CAVD staff, ironically, as a subcontractor to the local CETA operation was not directly responsible for recruitment. This was the responsibility of the Atlanta CETA.

Thus, all of the projects had to undertake recruitment with either a skeleton CAVD staff or through staff loaned to them by other CETA programs. Despite this formidable barrier, recruitment was succesfully carried out in most sites. How this was done and its consequences is the subject of this chapter.

Sources of Recruitment

As Table V-1 shows, there were three major sources of recruitment Most CAVDP recruits were recruited by the staff or their local high school. Most of these recruiters were local high school guidance counselors. The second major source of recruitment was local CAVDP staff. The third major source was local CETA staff. Much smaller proportions of youth were told about the CAVDP by relatives (especially mothers,) friends, and the mass media, including flyers.

The three major recruitment sources were not equally used by the five sites. As Table V-1 shows, recruitment by high school teachers and guidance counselors characterized the efforts of Atlanta and El Paso. Such recruitment, however, was not prominent in Pittsburgh or Washington. Washington, along with Little Rock, did most of its recruiting through the local CAVD staff; and Pittsburgh recruited more of its participants through the local CETA staff than did any other site.

The figures in Table V-1 mask most of the recruitment story, however. We will now take a closer look at recruitment. We shall see the local CAVDP staff were very active in finding youth.

TABLE V-1

How CAVDP Recruits First Heard About the Program *

Source	Atlanta	El Paso	Rock	Pittsburgh	Washington	All Sites
	N=94	N=150	N= 123	N= 99	N= 117	N= 583
CAVDP Staff	5%	3%	28%	5%	33%	15%
CETA Staff	9	1	8	23	9	9
School Staff	72	72	46	35	21	50
Friend	2	10	9	8	9	8
Relative	-	2	5	6	9	4
Mass Media	2	1	1	-	4	2
Other	10	11	3	23	15	12

* data source: CAVDP Wave I interviews

Procedure Used In Recruitment

As has been implied in the foregoing, the specific recruitment techniques utilized varied from site to site. To a large extent each site relied upon channels of recruitment that were known and available to them, or that they felt would yield a sufficient number of candidates in a relatively short time. This makes it difficult to describe recruitment in general. It is also difficult to judge whether one recruitment strategy is superior to another, for the recruitment resources were not the same for each site.

Although some sites were more successful than other sites in recruiting youth into the CAVDP, relative success seemed less related to recruitment strategies than to CETA organizational strengths and weaknesses. Rather than attempt to cull a master recruitment plan from the activities of the five sites, we shall describe what was done in each site. We will then comment upon some of the successes and failures in recruitment as they appear to the central research agent.

Atlanta

Atlanta used CETA counselors who were assigned to area high schools. These counselors screened and selected youth who expressed an interest in attending college under this program. The youth were then referred to CETA for certification. Youth recruited for the program in Atlanta were to: (1) have a high school diploma or GED; (2) be between the ages of 16 and 21 years old; (3) have no more than eight months CETA program participation; (4) have a GATB test score of 80 or better, in addition to having a desire to attend college; and (5) be YETP eligible.

El Paso

El Paso also recruited from CETA rosters and high schools. Also, various media were used to inform the community about the project. Public service ads were printed in the two local newspapers - The El Paso Herald Post and the El Paso Times one time only. Public service announcements were given to all radio stations. Some stations made announcements five or six times a day, and others only once. There were no announcements made on television. The El Paso-CAVD project found that direct recruitment from high schools was the most effective method, while newspaper ads were least effective.

In addition to meeting YETP eligibility requirements, each applicant was required to submit the following documents:

(1) birth certificate of all people living in household.
(2) proof of income
(3) utility receipts or rent stubs
(4) GED certificate, high school diploma or letter of verification of graduation.
(5) social security card
(6) legal aliens must provide registration card
(7) four(4) letters of recommendation
(8) high school transcript
(9) official SAT and/or ACT scores
(10) GATB test (provided by CETA)
(11) CAVD - supplementary questionnaire

Little Rock

The Project Director in Little Rock contacted the superintendent of schools and requested a meeting to present the program. The superintendent of the schools agreed to contact the high school principals and inform them about the project. This created entry for the Project Director, who visited each school to speak with principals and guidance counselors. The major problem encountered by the Project Director in this phase of recruitment was the mixed reactions of the guidance counselors. Some viewed it as a waste of the taxpayers money. To circumvent the resistance for the counselors, the Project Director contacted the Youth Director.

Other methods used to recruit participants for the Little Rock CAVD Project included public service announcements over the radio, announcements to currently CETA-funded youth agencies, announcements in churches, and announcements in youth organizations. The most effective methods were announcements to schools and CETA-funded youth agencies. The least effective was the public service announcements.

The criteria for recruitment into the Little Rock CAVD project were that youth must meet YETP eligibility and have at least a "C" average in high school. Once a youth was determined to be eligible, based on criteria set by the site, the Project Director contacted the parents of each youth in the project and explained the nature of the project and answered any questions they might have had about it.

Pittsburgh

The major method of recruitment for Pittsburgh was from youth who were applying to the city for other CETA employment programs. The two counselors charged with the responsibility of recruiting students in Pittsburgh had to, in effect, compete with other programs that offered more immediate gratification.

In addition to recruiting from CETA applicants, the Pittsburgh staff contacted local community youth programs, distributed mimeographed flyers in the downtown area, a major record store, and several boys' clubs. Public service announcements were made over the black-oriented radio station in Pittsburgh. The only criteria in Pittsburgh was that the youth have either a high school diploma or GED and that they meet the YETP eligibility requirements. Even with these minimal criteria, Pittsburgh had difficulty recruiting enough youth to complete the sample pool requested by the central research agent. Many of their young people did not see college as a worthwhile pursuit.

Washington

The Washington, D.C. project used various methods for recruiting youth for the project. The Project Director contacted the Employment Service in the D.C.-Department of Labor, and the mini-employment centers in the high schools. High school principals and guidance counselors were contacted by telephone. Telephone contact was made with the Upward Bound Programs at Georgetown, Trinity and Howard Universities. The Robert Morton Center, an educational opportunities center that specializes in providing assistance to black youths with application and enrollment in primarily Southern black colleges, was also contacted. Contact was made with Catholic high schools through the Archdiocese of the District of Columbia. Contact was also made with PRIDE, Inc.- a youth group in D.C. that promotes education of black youth. A newspaper ad announcing the grant was published in the newspaper, and public service announcements were made on the three "soul" stations in D.C..

The most effective resources were the high school counselors and the Catholic high schools. The radio announcements were also a good resource. The least effective resource was the Upward Bound programs. Most of the youth in the Upward Bound programs had been accepted to college before the deadline set in the Final Guidelines or had planned to attend college outside of the D.C. area. The Employment Service did refer young people to the project.

Youth who had a GATB schore of 80 or above, who had a high school diploma or GED, and who met YETP eligibility requirements were recruited for the program. Some youth who did not have a high school diploma, but who were to graduate in June of 1979 were also accepted into the project.

Problems & Success with Recruitment

Providing disadvantaged youth, who might otherwise go into a short-term job training program or be unemployed upon completion of high school, with an opportunity to attend college, is a positive value shared by all involved in this project. There was varying success in bringing that value into the realm of a functional reality.

Little Rock did not have any major problems with recruitment. The nature and composition of the Consortium necessitated a great deal of time and travel in order to inform the total target population of the project. The great success of the recruitment process was inherent in the approach. Initial contact with schools was very easy. The youth organizations readily cooperated and were very supportive. The project operation in Little Rock feels that this approach was most effective and would repeat the process.

Pittsburgh had difficulty finding youth interested in attending college. Many youngsters wanted jobs. The Pittsburgh staff tried a "hard sell" approach in an attempt to convince young people who were applying for summer jobs or training programs that college was a worthwhile alternative. The recruitment process was hectic and unstructured. The CAVD recruitment was intermeshed with other on-going responsibilities of the two youth counselors charged with that responsibility.

Internal organization also impacted on the ability of the Pittsburgh project to recruit participants. The staff was in the process of moving to a new location in the midst of the recruitment process. This created chaos which had a negative impact on the effectiveness of the recruitment phase of the project.

Logistics were a significant problem in the recruitment phase for Washington. Testing and certification of youths was done through the Office of Employment Service of D.C. - DOL because the Washington project is operated by the Program Planning and Analysis Staff which is not a service delivery division in D.C. - DOL.

Since Atlanta's project is subcontracted to an organization with a well-developed expertise in selecting minority youth with potential and sending them to college, there was, not surprisingly, an attempt to put this expertise into practice. High school transcripts were initially used as a selection criteria and seventy three potential participants were screened out of the sample pool. According to the research guidelines, only GATB scores were to be used as criteria, consequently those youth were included during the final testing phase in Atlanta.

El Paso had problems with the limited time available to plan, organize, and advertise for the project. Another problem, was that the students had to fill out applications, be certified, tested, then randomly assigned to experimental groups. It was suggested that a more efficient procedure might have been to have the students complete the applications, be certified, be randomly assigned to control and experimental groups, and then tested. Testing was a very hectic and time consuming process since it was required before random selection could occur.

Although there was a limited time for recruitment, El Paso managed to get over 200 youth to apply for the project. More wanted to apply after the closing date.

Type of Youth Recruited

One consequence of the differences in recruitment strategies may be differences in the kind of youth recruited. The previous section has identified many differences and some similarities in the recruitment strategies used by the five sites. It is relevant, therefore to inquire into the differences, if any, among the pool of youth recruited for the CAVDP by each CETA prime sponsor.

We will have to be cautious, however, in inferring that differences in the pool of youth from one site to another are consequences of recruitment. The cities, themselves, differ in a number of ways (see Chapter II), so that differences in the pool of youth may also reflect differences in the cities themselves.

More important, however, than trying to determine the causes of differences among the recruits in the demonstration sites is assessing whether the youth in the CAVDP are typical of the kinds of youth recruited into CETA. If there are significant differences in background, capabilities and motivations of the CAVDP youth compared to the normal CETA recruit, then the subsequent accomplishments of the CAVDP youth, no matter how laudable, may have little relevance to CETA policy and programming. We shall begin this section with an examination of the differences in the youth recruited by each local prime sponsor. This comparison will be made along five dimensions: (1) demography; (2) household and family composition; (3) economic variables; (4) previous experience with CETA; and (5) educational background and capabilities.

After these comparisons, we will compare the CAVDP recruits with regular CETA participants on selcected variables. At the same time, we will also see how the CAVDP recruits compare to a cross-section of American college freshmen and CETA recruits.

Demographic Comparison

Examination of standard background variables revealed no differences in sex or marital status among the recruits of the five demonstration sites; but differences in ethnicity and age.

As could be expected, nearly all of the CAVDP recruits (98%) are single. But, as was not anticipated, nearly two-thirds (64%) are female.

The differences in the ethnic composition of the CAVDP recruits from site to site are shown in Table V-2. Nearly all (92%) of the El Paso recruits are Hispanic, while nearly all of the Atlanta and Washington recruits (97% and 94%, respectively) are Black. Little Rock and Pittsburgh have a small minority of white enrollees, but they too have a preponderance of Black participants. Overall, about one-fourth of the CAVDP recruits are Hispanic, mainly Chicano, while seven out of ten are Black. These differences in the ethnic make-up of the recruits in the five sites basically reflect the ethnic composition of the five cities.

TABLE V-2

ETHNICITY OF CAVD RECRUITS

(%)

ETHNICITY	ATLANTA	EL PASO	LITTLE ROCK	PITTSBURGH	WASHINGTON	ALL SITES
	N= 112	N=161	N=148	N= 109	N= 143	N= 673
White	2%	4%	12%	11%	-	6%
Black	97	2	88	85	94	70
Hispanic	-	92	-	2	5	23
Other	1	2	-	2	1	1

TABLE V-3

MEAN AGES AND STANDARD DEVIATIONS OF CAVDP RECRUITS *

	Atlanta	El Paso	Little Rock	Pittsburgh	Washington
	N=113	N=160	N=148	N=108	N=148
Mean Age	18.1	18.7	18.5	19.0	19.0
Standard Deviation	0.62	0.84	0.81	1.27	1.25

* data taken from local CAVDP intake records

Despite the relatively narrow (16-21) age eligibility criteria for the CAVDP, Table V-3 shows that there are differences in the ages of recruits in the various cities. Atlanta recruits are younger than the recruits in the other four sites, while the Pittsburgh and Washington recruits are older. The difference in the mean age of Atlanta recruits compared to all of the other sites is statistically significant above the.001 level, while the differences for Pittsburgh and Washington are significant at the .05 level or better. It appears that these age differences reflect differences in recruitment. Atlanta, and to a lesser extent Little Rock, concentrated upon recruiting in high schools, while the other three cities, especially Pittsburgh and Washington, did so to a much lesser extent.

In summary, the differences among the cities in the ethnicity and ages of their recruits reflect both locale and recruitment strategy. The differneces in the ethnic composition of the recruits parallel the cities in which they live. But the differences in age appear to be a function of the channels through which they were recruited.

Household and Family Composition

Table V-5 shows that El Paso recruits are from larger households (P less than .01). The other differences in Table V-4 are not statistically significant. The larger households in El Paso are directly related to family size. Not only are a majority of El Paso recruits from households with more than five members, but a majority are also from households with more than five related persons.

Differences also exist in the proportion of recruits from intact homes. Pittsburgh recruits are much more likely to come from homes where neither father nor mother are present, while Washington recruits are from homes which are characterized by the absence of the father. On the other hand, recruits from Atlanta and El Paso are much more likely than the remaining three sites to come from intact homes. The data are presented in Table V-4.

Again, these differences appear to reflect both the demographics of the five sites and recruitment. El Paso's population appears to have larger households and families than Atlanta, Little Rock, Pittsburgh or Washington: hence, the larger households of El Paso recruits.

The differences in the proportion of intact families, however, probably reflect the greater concentration in Pittsburgh upon CETA sources for recruits. Since CETA attempts to serve disadvantaged youth, it is likely to have in its programs and on its rosters a higher than normal number of youth from families where one or both parents are not present.

TABLE V-5

Parents Present in the Household of CAVDP Recruits*

Parent Present	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
	N=121	N=161	N=151	N=114	N=151	N=698
Both Parents	47%	61%	40%	20%	29%	41%
Father Only	3	6	1	2	3	3
Mother Only	33	26	37	43	45	36
Neither	17	6	22	35	23	20

* data taken from local CAVDP intake records

Economic Status

Since youth had to be YETP eligible in order to participate in the CAVDP, virtually all of the recruits (97%) are economically disadvantaged. Some youth, however, are more disadvantaged than others. Table V-6 shows that the recruits from Pittsburgh and Washington are from poorer families than the other three sites.

TABLE V-5

Size of Household of CAVD Recruits*

(%)

Number of Household Members	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
	N=111	N=161	N=149	N=111	N=145	N=676
Five or fewer members	59%	47%	53%	65%	60%	56%
More than five members	41	53	47	35	40	44

* data taken from local CAVDP intake records

TABLE V-6

Family Income of CAVD Recruits*

(%)

Family Income	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
	N=104	N=149	N=142	N=49	N=78	N=522
$4500 or less	17%	37%	39%	45%	55%	37%
$4501 or less	62	44	36	27	27	41
$9001 or more	21	19	25	29	18	22

* data taken from local CAVDP intake records

About half of the recruits in these two cities are from families whose income is less that $4500 per year. On the other hand, Atlanta recruits are slightly better off. About three out of five recruits in this city are from families whose income is between $4500 and $9000.

Further insight into the economic situations of the CAVDP participants can be gleaned from Table V-7, which shows the primary wage-earner in each family. In Pittsburgh and Washington the primary wage-earner is less likely to be the father. This undoubtedly reflects the fact that fathers of recruits in these two cities are less likely to be present in the home (cf. Table V-4). In Pittsburgh, the recruit, himself or herself, is inclined to take up this slack. While in Washington, the primary wage-earner role appears to be dispersed among several family members. The low family income in Washington and, especially, Pittsburgh, then, appears to be the result of other family members being unable to compensate for lost income due to the absence of the father.

For many low income families, public assistance provides an economic base. Table V-8 shows a very high rate of public assistance for Pittsburgh recruits, and a relatively low rate for Atlanta recruits. In the light of previous information presented in this subsection, it is surprising not to find a higher rate of public assistance among Washington recruits. The reason for this is unknown, and will be investigated further.

TABLE V-7

Designated Primary Wage Earner

CAVD Recruits *
(%)

Primary Wage Earner	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
	N=103	N=155	N=143	N=107	N=144	N=652
Mother	41	23	41	48	47	39
Father	51	59	31	21	24	37
Other	7	7	14	11	15	11
Self	4	10	14	21	15	13

*data taken form local CAVDP intake records

TABLE V-8

Percentage of CAVDP Recruits from Families Receiving Public Assistance by Site (*)

	Atlanta N = 121	El Paso N = 161	Little Rock N =151	Pittsburgh N = 1114	Washington N - 151	All Sites
Receiving Public Assistance	8%	37%	34%	58%	20%	30%

(*) data taken from local CAVDP intake records

The difference in the economic status of the recruits in the five sites appears to be a consequence of recruitment activity. As noted earlier, Pittsburgh and Washington were less likely to concentrate their recruitment efforts in the local high schools.

TABLE V-9

Number of Previous CETA Positions Held by CAVD Recuits (*)

(%)

Number Previous CETA Positions	Atlanta N = 101	El Paso N - 159	Little Rock N - 134	Pittsburgh N - 108	Washington N - 128	All Sites N - 635
0	74%	36%	53%	27%	64%	50%
1	13	47	32	44	23	33
2	7	14	12	24	9	13
3	6	3	3	3	2	3
4	-	-	-	2	2	1

(*) data taken from local CAVDP intake records

There is an implicit bias in the criteria which educational personnel use to determine who is "good college material." This bias operates in such a way that the poorest youth do not generally get selected for college opportunities. It is likely that substantial numbers of poor youth would be recruited by Pittsburgh and Washington since their recruitment strategy did not involve high school personnel to such a large extent.

Previous Contact with CETA

Information presented earlier (Table V-1) shows that one of the sources of recruitment was other CETA programs. In this subsection, we shall examine a little more closely recruits' prior contact with CETA.

One may recall from Table V-1 that in Pittsburgh, local CETA staff was the major recruitment resource for CAVDP participants. It is not surprising, therefore, that, as Table V-9 shows, Pittsburgh was more likely than any of the other four sites to have recruits who had had prior experience with CETA. Nearly three-fourths of the CAVDP recruits in Pittsburgh had previously held one or more CETA positions. Surprisingly, however, the site which also recruited a large number of previous CETA participants was El Paso. This is surprising because El Paso concentrated its recruitment upon the local high schools, and actually under-recruited through the local CETA staff.

Atlanta and Washington, according to Table V-9, were least likely to have former CETA enrolees among its CAVDP recruits. In Atlanta, three-fourths and in Washington nearly two-thirds, of the CAVDP recruits had not been enrolled in CETA prior to being recruited by CAVDP.

A comparison of Tables V-1 and V-9 shows only a modest relationship between recruitment source and the proportion of prior CETA participants in the CAVDP. Apparently, there was relatively little dipping into a pool of CETA "regulars" to find recruits for the CAVDP. This is supported by additional data The average length of time in CETA for those who had been previously enrolled in CETA was about six months. The length of time was significantly higher in El Paso. (7.9 months); and significantly shorter in Pittsburgh (3.4 months) and Little Rock (4.4 months).

Educational Background and Capabilities

One of the eligibility requirements for the CAVDP is possession of a high school diploma or GED certificate. Many of the youth recruited were still in high school. But, all, with the exception of one recruit, obtained the necessary eligibility document before the end of the summer. Most, of course, obtained it upon completion of high school in June.

For all but a very small minority (four percent), the eligibility criteria was met by possession of a high school diploma. In two cities, Atlanta and Pittsburgh, nine percent of the CAVDP recruits had GEDs instead of high school diplomas; while in the remaining sites, the percentage of recruits with GEDs was virtually nonexistent (one or two percent). Thus, completion of secondary education, one of the eligibility criteria for the CAVDP, was met in the conventional way.

Of great concern for any program sending youth to college is the academic proficiency of their recruits. The academic proficiency of the CAVDP recruits was measured by the GATB—The General Aptitude Test Battery. This series of tests was developed by the United States Employment Service and has been used since 1947 by State employment service offices. The battery measures nine aptitudes, of which four were administered to all CAVDP applicants shortly after they were declared YETP eligible by the local prime sponsor. These were: Aptitude G - Intelligence: General learning ability; the ability to "catch on" or understand instructions and underlying principles; the ability to reason and make judgments.

Aptitude V - Verbal Aptitude: The ability to understand meaning of words and to use them effectively; the ability to comprehend language, to understand relationships between words and to understand meanings of whole sentences and paragraphs.

Aptitude N - Numerical aptitude: Ability to perform arithmetic operations quickly and accurately.

Aptitude S - Spatial Aptitude: Ability to think visually of geometric forms and to comprehend the two-dimensional representation of three-dimensional objects; the ability to recognize the relationships resulting from the movement of objects in space.

In two sites, Atlanta and Washington, it may be recalled, Aptitude G was used to determine who might be able to profit from a college education. The mean scores obtained by the recruits on the four aptitudes, which were measured, is shown in Table V-11. Overall, the academic proficiency of the CAVDP recruits is lower (89.6) than that deemed necessary for a successful college experience. Table V-11 also shows fairly consistent differences among the sites in the scores of recruits on this test. El Paso recruits consistently attain the highest mean score on the GATB-G and its subscales, while Pittsburgh recruits, with the exception of the spatial component of the test, show the lowest mean score. The relative ranking of the five sites on the GATB-G and its subscales is quite consistent as revealed by a Coefficient of Concordance of .74, which is significant at the .02 level.

The differences among the five sites in academic proficiency are related to the stringency of the eligibility requirements used in the five sites. By design, Pittsburgh utilized no criteria, except YETP eligibility. El Paso, on the other hand, had the highest criteria. The selection criteria of the three remaining sites were intermediate in their stringency.

This finding is paralled by the results of the STEP reading test. (See Table V-12). The difference among the five sites in reading ability are barely statistically significant at the .05 level. Atlanta and El Paso rank highest on this test of reading; while Pittsburgh and Little Rock rank the lowest.

The aptitudes measured by the four scales of the GATB only partially predict success in college. Some students with poor scholastic aptitude do very well, while others with high aptitude do poorly. The Survey of Study Habits and Attitudes (SSHA) represents an attempt to measure another dimension of scholastic success. It consists of four basic subscales and three derivative scales. The four basic subscales are:

- Delay Avoidance: promptness in completing academic assignments, lack of procrastination, and freedom from wasteful delay and distraction.
- Work Methods: use of effective study procedures, efficiency in doing academic assignments, and how-to-study skills.
- Teacher Approval: opinion of teachers and their classroom behavior and methods.
- Education Acceptance: approval of educational objectives, practices, and requirements.

The three derived scales are:

- Study Habits: a combination of the "delay avoidance" and "work methods" scales which measure academic behavior.
- Study Attitudes: a combination of the "teacher approval" and "education acceptance" scales which measures scholastic beliefs.
- Study Orientation: a combination of the "study habits" and "study attitudes" scales which provide an overall measure of study habits and attitudes.

Since the validity of the SSHA scales is highly dependent upon the frankness of student responses, the survey was administered after youth had been randomly assigned to experimental and control groups. (The exception to this was in El Paso where SSHA was administered as part of the recruitment phase. Consequently the validity of those scores for research purposes must await results of correlational analysis).

TABLE V-11

MEAN GATB SCORES OF CAVDP RECRUITS

GATB Scores	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
	N=121	N=161	N=146	N=114	N=151	N=693
Intelligence-G	91.4	94.6	88.0	82.4	91.8	89.6
Verbal-V	92.2	94.8	92.1	87.7	91.8	91.7
Numerical	93.8	96.8	94.5	82.3	93.9	91.7
Spatial-S	94.5	102.4	91.0	92.6	99.0	95.9

Coefficient of Concordance = .74 .02 P .01

TABLE V-12

MEAN STEP READING SCORES FOR CAVDP RECRUITS *

Site	Step Score	Number of Recruits
All Sites	17.3	(495)
Atlanta	17.8	(81)
El Paso	17.7	(126)
Little Rock	16.9	(110)
Pittsburgh	16.5	(96)
Washington	17.5	(82)

*data collected for Educational Testing Service, July 1979

F ration =2.39

This was done so that recruits would not assume that their answer affected their chance to be selected for college. The negative side of this decision, however, was the failure of many youth, especially control group members, to take the survey. The results that were obtained are presented in Table V-13.

TABLE V-13

MEAN STUDY HABITS & ATTITUDES' SCORES OF CAVDP RECRUITS

Scale	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
	N=81	N=161	N=110	N=14	N=82	N=448
Delay Avoidance	22.4	28.8	21.1	27.6	24.8	25.0
Work Methods	25.7	31.2	24.8	29.7	28.5	28.1
Teacher Approval	26.3	32.5	25.2	24.7	29.3	28.8
Education Acceptance	27.5	33.8	25.2	26.9	27.4	29.3
Study Habits	48.1	60.1	45.9	57.3	53.3	53.1
Study Attitudes	53.8	66.3	50.4	51.6	57.3	58.0
Study Orientation	101.9	126.2	96.3	108.9	110.6	111.2

Coefficient of Concordance =.78 $P < .001$

Research has shown that although the SSHA correlates with academic success, it does not correlate with conventional measures of scholastic aptitude. Thus, one would not expect those sites which scored high on the GATB scales to also score high on the SSHA. With one exception, however, the rank of the five sites on the GATB-G scale matches their rank on the SSHA Study Orientation scale. The one exception is Pittsburgh which ranked fifth on the GATB, but ranks third on the SSHA. As Table V-13 shows, however, the number of recruits in Pittsburgh who took the SSHA is extremely low (fourteen). As a result, the scores shown for Pittsburgh are relatively unstable in a statistical sense, and may not at all reflect the study skills and habits of the total Pittsburgh group.

Even with Pittsburgh included, the relative ranking of the sites on all seven SSHA scales is quite consistent. The coefficient of concordance is .78, which is statistically significant below the .001 level. In general, El Paso recruits did best on the SSHA, and Little Rock recruits did poorest. The former attained the top mean score on all seven scales; while the latter did least well on all of the scales, except teacher approval.

Norms are available for the SSHA. These norms are based upon scores from 3054 individuals located in nine different colleges.[1] Table V-14 shows the percentiles of the mean scores for each site on each scale. In general, these norms show that the study habits of the CAVDP recruits are above the median, while

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[1] Brown, William F., and Holtzman, Wayne H., SSHA Manual: Survey of Study Habits and Attitudes, New York: The Psychological Corporation, 1967.

TABLE V-14

PERCENTILES OF MEAN STUDY HABITS & ATTITUDES' SCORES OF CAVDP RECRUITS

Scale	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	All Sites
Delay Avoidance	40	65	35	60	50	50
Work Methods	55	70	50	70	60	60
Teacher Approval	20	45	20	20	30	30
Education Acceptance	30	60	25	30	30	35
Study Habits	45	70	40	65	55	55
Study Attitudes	25	50	20	20	30	30
Study Orientation	35	65	25	40	45	45

their study attitudes are below the median. This general pattern, however, characterizes only two sites--Pittsburgh and Washington. Atlanta and Little Rock average out below the median on all scales, except Work Methods; while El Paso scores above the median on all scales, except Teacher Approval. It is worth noting that the mean scores for all sites are at, or above, the median on Work Methods. But all five sites score below the median on Teacher Approval. It may be that CAVDP recruits recognize some of the shortcomings in their elementary and secondary education, and have developed habits of efficiency and how-to-do-it skills that have enabled them to complete high school. If so, these habits will be invaluable as they enter the college phase of their education.

Are CAVDP Recruits the Usual CETA Recruits?

A key goal of the CAVDP is to see whether or not a liberal arts education is a feasible addition to the array of CETA programs. Implicit in this goal is the assumption that youth in the CAVDP are much like the normal CETA recruit. If this is not so, then serious questions are raised about the applicability of the CAVDP idea to CETA. In trying to make this determination, the characteristics of non-summer Youth Work Experience enrollees was used. This program is targeted at the same age group as the CAVDP, and therefore seemed the most appropriate for comparison purposes.

The comparative data are drawn from the Continuous Longitudinal Manpower Survey (CLMS) of the Office of Policy, Evaluation and Research of the Department of Labor. The most recent data available pertain to fiscal year 1976. The April-June quarter of that year was selected because these are the months in which youth were recruited for the CAVDP.[2]

Table V-15 presents a comparison of selected characteristics. In every comparison there is a significant difference between CAVDP recruits and April-June enrollees. Compared to Work Experience Youth, CAVDP has:

1) more females;
2) older participants;
3) more educated youth;
4) a greater proportion of Blacks and Hispanics;
5) more economically disadvantaged participants; and
6) fewer veterans.

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[2] "Characteristics of New Enrollees In CETA Programs During Fiscal year, 1976," Continuous Longitudinal Manpower Survey Report No.6, Washington, D.C.: Office of Policy, Evaluation and Research,

An examination of these differences reveals that CAVDP recruits are not of a consistently higher caliber. Though they are better educated, they are more likely to be economically disadvantaged. Though older, they are less likely to be veterans. Though predominantly female, they are also predominantly members of minority groups.

TABLE V-15

Selected Characteristics of CAVDP and Youth Work Experience Recruits (April-June, 1976)

Characteristics	CAVDP N=688	YWE N=71,900
% Male	36	60
% under 18	3	38
% 12th grade education	75	40
% White	6	40
% economically disadvantaged	97	64
% non-veterans	99	96

In all likelihood, the differences in age and amount of education go together. Since a high school diploma or its equivalent is required for entry into the CAVDP, the program has very few recent high school dropouts. These drop-outs are likely to form a substantial part of the under eighteen participants in the CETA youth Work Experience Program.

At the same time, the differences in minority status and economic disadvantage probably go together. Blacks and Hispanics are more likely to be disadvantaged than are whites. Thus, by recruiting more minority group members, the CAVDP also recruited more economically disadvantaged youth. The ability of the CAVDP to recruit more minority group members is, in turn, probably a reflection of the ethnic composition of the five sites.

The difference between the two programs in proportion of females and veterans has no ready explanation at this point.

It seems clear, therefore, that the CAVDP recruits are not representative of the total group of CETA youth. Part of the difference appears to reside in the fact that the five sites are not representative of all CETA programs. Part of the remaining differences appear to reflect the higher selection standards that CAVDP had to use. The remaining differences have no ready explanation at this point.

The final comparisons await availability of data for 1979 college freshmen. We have proceeded with 1978 data under the assumption that differences may not be that great between 1978 and 1979 college freshmen. However, the analysis which follows will be repeated using appropriate data as soon as it is available.

HOW DO CAVDP RECRUITS DIFFER FROM THE AVERAGE COLLEGE FRESHMAN?

In order to analyze the experiences and outcomes of CAVDP youth in college, it is important to compare them to college freshmen in general on selected characteristics. Our data source for these comparisons is the Cooperative Institutional Research Program (CIRP) of the University of California at Los Angeles. Established in 1966, under the sponsorship of the American Council on Education, CIRP is a national longitudinal study of the American higher education system. Part of this project involves an annual survey of entering freshmen, which provided us with data for our comparisons.[1]

From a demographic perspective we were able to look at the following variables.

1. race/ethnicity
2. age

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[1] Astin, Alexander W., and King, Mayo R., and Richardson, Gerald T., The American Freshman: National Norms for Fall 1978, Los Angeles, California: Cooperative Institutional Research Program, American Council on Education and University of California at Los Angeles, 1979.

3. family income
4. mother's educational level
5. father's educational level

Since data was available by type of institution, we were able to make an additional comparison with college freshmen norms for predominantly black colleges and universities, in addition to the comparison with college freshmen in general. As you shall see this provides an interesting aspect to the analysis. While CAVDP freshmen differ significantly from the average college freshman, these differences are somewhat reduced when they are compared with freshmen attending predominantly black colleges and universities.

As is evident in Table V-16, CAVDP freshmen are predominantly members of minority groups (93.7%), while most college freshmen are white (88.5%).

In terms of age, CAVDP freshmen are older than the average American college freshman (see Table V-17). This age difference holds even when comparisons are made with freshmen at black colleges.

TABLE V-16

ETHNIC BACKGROUND OF CAVDP FRESHMEN, ALL COLLEGE FRESHMEN AND FRESHMEN ATTENDING PREDOMINANTLY BLACK COLLEGES (*)

(Percent)

Group	White	Black American	Mexican American	Puerto Rican	American Indian	Asian/ Pacific
CAVDP Freshmen[1] N = 673	6.3	58.8	21.8	--	.4	0.2
Black Colleges[2] N = 8,539	1.2	97.3	--	0.5	1.4	0.7
All Freshmen[2] N = 187,603	88.5	8.1	1.0	0.9	0.8	1.1

CAVDP vs Black Colleges: $p < .001$

CAVDP vs All Freshmen: $p. < .001$

(*) Data sources for this and all subsequent tables:

CAVDP Intake Records

Cooperative Institutional Research Program

[1] Percentage will sum to less than 100 due to omission of "Other" category.

[2] Percentage will sum to more than 100 if any students checked more than one category.

TABLE V-17

AGE OF CAVDP FRESHMEN, ALL COLLEGE FRESHMEN AND FRESHMEN ATTENDING PREDOMINANTLY BLACK COLLEGES.

(Percent)

	CAVDP Freshmen N = 677	Black Colleges N = 8,539	All Freshmen N = 187,603
18 & younger	58.7	72.1	78.7
19 & older	41.3	27.9	21.3

CAVDP vs Black Colleges: $p < .001$

CAVDP vs All Freshmen: $p < .001$

In addition, CAVDP freshmen come from families that are poorer and their parents have less educational attainment. Again, these very significant differences are somewhat reduced when CAVDP youth are compared to freshmen at black colleges, but they do not disappear.

In terms of family income (a good proxy for overall SES), 75.1% of all college freshmen come from families that earn more than $12,500 per year, while 95.2% of CAVDP freshmen come from families that earn less than $12,000 per year. Freshmen at black colleges have less economic advantage than college freshmen in general, but significantly more than the CAVDP freshmen (35.3% of freshmen attending predominantly black colleges come from families whose income is above $12,500.)

The differences in terms of parental educational attainment are shown in Tables V-18, V-19. The same pattern of comparisons exists.

TABLE V-18

Mother's Educational Attainment for CAVDP Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges. (Percent)

Educational Level	CAVDP Freshmen N = 407	Black Colleges N = 853	All Freshmen N = 187,603
Grammar school or less	25.6	8.6	3.7
Some high school	23.8	23.8	9.6
High school graduate	31.4	36.7	49.0
Some college	14.5	11.5	14.2
College graduate	4.7	10.5	15.6
Some graduate school	0	1.9	2.1
Graduate degree	0	7.0	5.8

CAVDP vs Black Colleges: $p < .001$

CAVDP vs All Freshmen: $p < .001$

TABLE V-19

Father's Educational Attainment for CAVDP Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges (Percent)

Educational Level	CAVDP Freshmen N = 312	Black Colleges N = 8,539	All Freshmen N = 187,603
Grammar school or less	30.8	17.6	5.8
Some high school	26.9	24.1	11.4
High school graduate	28.8	30.7	32.7
Some college	8.3	9.9	13.5
College graduate	5.1	9.1	19.8
Some graduate school	0	1.6	2.5
Graduate degree	0	6.9	14.1

CAVDP vs Black Colleges: $p < .001$

CAVDP vs All Freshmen: $p < .001$

In looking at family background variables, parental exposure to the higher educational system allows for an important source of support which college students can derive from their families. Parents or older brothers and sisters can provide a sort of practical "how to survive in college" type of advice which derives only from having been through it oneself. Tables V-20 and V-21 reveal the discrepancies between CAVDP youth and other college freshmen on this variable, particularly evident in terms of fathers' educational attainment.

TABLE V-20

Mother's Exposure to College for CAVDP Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges (Percent)

	CAVDP Freshmen N = 407	Black Colleges N = 8,539	All Freshmen N = 187,603
Exposure to college	19.2	30.9	37.7
Lack of exposure to college	80.8	69.1	62.3

CAVDP vs Black Colleges: $p < .001$

CAVDP vs All Freshmen: $p < .001$

TABLE V-21

Father's Exposure to College for CAVDP Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges (Percent)

	CAVDP Freshmen N = 312	Black Colleges N = 8,539	All Freshmen N - 187,603
Exposure to college	13.4	27.5	49.9
Lack of exposure to college	86.6	72.5	50.1

CAVDP vs Black College: $p < .001$

CAVDP vs All Freshmen: $p < .001$

In general, CAVDP youth as college freshmen are at a disadvantage when compared to college freshmen in general on certain characteristics. They come from families that are significantly poorer and who have had less exposure to the higher education process. The data suggests that some of this difference is accounted for by minority status; in other words, minority freshmen as a group are at a disadvantage when compared to all college freshmen. However, CAVDP freshmen experience a disadvantage beyond that of minority students in general.

Several items from the CIRP Freshman Survey were included in the CAVDP Wave I interview which allowed us to look at motivation to attend college and perceptions of preparedness. CAVDP college freshmen cited many more reasons as very important in their decision to attend college than did college freshmen in general.

But when compared with minority college freshmen (freshmen attending predominantly black colleges) these differences tend to disappear (see Table V-22), suggesting that minority students' motivation to pursue higher education is different than the average college freshman. CAVDP students, predominantly minority, reflect this difference.

We also looked at whether the students felt prepared academically for college. We asked them how well they felt their high school prepared them in specific subject areas; and whether they felt they would need remedial work in certain subjects. It is clear from the data that CAVDP youth, more so than the average college freshmen and other minority freshmen, perceived themselves to be unprepared for college work. While CAVDP youth, in slightly greater proportions but consistently across subjects, reported that their high school program prepared them very well, they felt they would need remedial work for college in far greater proportions than the average college freshman This is in spite of the fact that they have had remedial work in much greater proportions than other college freshmen (see Tables V-23, V-24 and V-25). This suggests that CAVDP youth perceive academic deficiencies within themselves which are unrelated to their previous educational program, indicating poor self-esteem and a low self-confidence with regard to academic achievement. The average college freshman may not feel well prepared by the high school but does not feel a need for remedial work in college (see Tables (V-23 and V-24).

TABLE V-22

Percent Responding "Very Important" to Each of the Following Reasons in Deciding to go to College for CAVDP Freshmen, All Freshmen, and Freshmen Attending Predominantly Black Colleges.

Reasons	CAVDP Freshmen N = 453	Black Colleges N = 8,539	All Freshmen N = 187,603
My parents wanted me to go	49.1	45.8	28.6 ***
I could not find a job	17.6	14.1 *	4.4 ***
I wanted to get away from home	9.5	10.7	7.8
To be able to get a better job	84.3	84.5	75.4 ***
To gain general education and appreciation of ideas	84.4	82.7	68.3 ***
To improve reading and study skills	68.0	65.6	37.3 ***
There was nothing better to do	3.7	5.5	1.8 **
To make me a more cultured person	56.9	57.2	34.0 ***
To be able to make more money	61.5	75.0 ***	60.4
To learn about things that interest me	82.8	80.9	14.0 ***
To meet new and interesting people	52.2	57.1 *	56.6
To prepare myself for graduate or professional school	73.5	68.7 *	44.2 ***

Chi-square tests were performed with: (a) CAVDP vs Black Colleges, and (b) CAVDP vs All Freshmen.

* p < .05; ** p < .01; *** p < .001

TABLE V-23

Percent Reporting that High School Prepared them Very Well by Subject for CAVD Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges.

Subject	CAVDP Freshmen N = 454	Black Colleges N = 8,539	All Freshmen N = 187,603
Mathematical skills	35.0	27.0 ***	31.3
Reading and Composition	42.1	39.0	34.5 ***
Foreign languages	14.1	16.1	16.5
Science	39.4	32.8 **	35.0 *
History & Social Sciences	52.1	48.7	40.5 ***
Vocational skills	35.8	29.3 **	18.5 ***
Musical & Artistic skills	28.0	29.3	23.8 *
Study habits	25.3	27.9	18.8 ***

Chi-square tests were performed with: (a) CAVDP vs. Black Colleges, and (b) CAVDP vs. All Freshmen.

* $p < .05$; ** $p < .01$; *** $p < .001$

TABLE V-24

Percent Perceiving a Need for Remedial Work by Subject for CAVDP Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges

Subject	CAVDP Freshmen N = 435	Black Colleges N = 8,539	All Freshmen N = 187,603
English	45.3	26.3 ***	14.0 ***
Reading	29.8	17.0 ***	8.1 ***
Mathematics	57.9	49.3 ***	24.9 ***
Social Studies	23.3	12.0 ***	4.0 ***
Science	38.5	29.2 ***	12.9 ***
Foreign Language	43.1	40.3	14.2 ***

Chi-square tests were preformed with: (a) CAVDP vs. Black Colleges, and (b) CAVDP vs. All Freshmen.

*** $p < .001$

TABLE V-25

Percent Who Have Had Remedial Work by Subject for CAVDP Freshmen, All College Freshmen, and Freshmen Attending Predominantly Black Colleges

Subject	CAVD Freshmen N = 442	Black Colleges N = 8,539	All Freshmen N = 187,603
English	37.8	23.2 ***	10.0 ***
Reading	26.5	25.4	11.0 ***
Mathematics	37.7	18.6 ***	10.6 ***
Social Studies	10.0	25.9 ***	10.3
Science	22.8	20.9	9.1 ***
Foreign Language	5.9	11.3 ***	6.7

Chi-square tests were performed with: (a) CAVDP vs. Black Colleges, and (b) CAVDP vs. All Freshmen.

*** $p < .001$

Further analysis using correlational techniques is planned to pursue this very important area. The results of such analyses will have an impact on recommended programming strategies, particularly in the area of counseling and support services.

Assignment to Experimental and Control Groups

Youth were randomly assigned to the four experimental and one control group in late June. The distribution of the recruits across these five groups is shown in Table V-26. According to probability theory, these five groups should be alike on all characteristics. This, in fact, is the case. There are no statistically significant differences among the five groups on any characteristics. Some representative examples of the results are presented in Appendix C.

TABLE V-26

Random Assignment of CAVDP Recruits to Experimental and Control Groups

SITE	Voucher + Integration	Voucher Only	Integration Only	Neither	Control Group
Atlanta	21	21	23	24	34
El Paso	27	28	28	28	50
Little Rock	26	26	26	26	47
Pittsburgh	24	21	23	20	22
Washington	27	24	25	22	52
All Sites	125	120	125	120	205

According to the design of the project, the members of the control group were to be enrolled in regular CETA programs. This did not happen. The details are shown in Table V-27. Only ten percent of the members of the control group have enrolled in CETA. Furthermore, it is apparent that many more will not be enrolled. Nearly half of the control group (44.4%) are attending college. If it is assumed that youth who are otherwise occupied (e.g. employed, in other training programs, moved out of town) are also non-candidates for CETA, a total of seventy-two persons (36.6% of the control group is the maximum number of control group members that can be enrolled in CETA). It is apparent that the control group cannot be used to compare college attendance with CETA training because of the small number of youth enrolled in CETA programs.

It is futile at this point to speculate why the picture for control group members is so disappointing. The following three reasons are suggested. 1) Less attention was given to control group members by CETA staff (it should be noted that services to this group were

Table V-27

Status of CAVD Control Group

October, 1979

	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	Total	Percent
Enrolled in CETA	1	3	4	9	3	20	9.7
Other Training	0	0	2	1	0	3	1.5
Employed	1	4	4	2	3	14	6.8
Unemployed	3	4	1	0	3	11	5.4
Enrolled in College	22	36	12	6	15	91	44.4
Other (e.g. moved)	0	0	1	1	3	5	2.4
No information	7	3	23	3	25	61	29.8
Totals	34	50	47	22	52	205	100%

to be provided by local CETA, not CAVD staff), with the result that these youth were overlooked. 2) The recruitment efforts of local staff concentrated upon those youth who were desirous of attending college. When these youth were randomly denied such an opportunity, they were no longer interested in CETA. 3) The cyclical nature of most CETA programs produces a situation in which slots must become available before members of the control group can be taken into CETA. While waiting, youth make other arrangements.

The fact that so many control group youth have themselves enrolled in college, provides an unanticipated benefit for the program. It will be possible to compare the consequences of attending college under CETA auspices with attending college in the absence of such auspices.

In order to compensate for the failure to enroll sufficient numbers of youth in CETA, it was decided to create a comparison group made up of youth enrolled, or about to be enrolled in CETA. The details of how this is to be done is presented in Appendix D. Essentially, the comparison group is to be created by selecting a group of CETA applicants matched in age, sex and ethnicity to the CAVDP group in each of the five sites.

Overall, the CAVDP will provide information on the effects of: 1) attending college under CETA auspices; 2) attending college without CETA auspices; and 3) participating in regular CETA programs. The analysis will try to determine which kinds of experience are beneficial for which kinds of youth under what kinds of circumstances.

CHAPTER VI

ENROLLMENT OF PARTICIPANTS IN COLLEGE

As noted at the beginning of this part of the report, local prime sponsors were notified on June 22, 1979 which youth had been randomly selected to attend college. This meant that they had about two months in which to enroll nearly five hundred youth in college. The accomplishment of this formidable task is nothing short of miraculous. It is testimony to the ability of the CETA prime sponsors involved in this demonstration to swiftly implement new and innovative programs.

This chapter will describe how the local prime sponsors accomplished this feat, and the outcome of their efforts. The task involved: determining the kinds of post-secondary institutions that would be appropriate for the goals of the CAVDP; establishing parameters that enabled the program to be administered under local CETA regulations; informing appropriate colleges and universities about the CAVD program and gaining their cooperation; and actually enrolling youth. The latter step often involved seeing that special tests were administered, and/or waiving some admissions procedures.

The final section of this chapter examines the kinds of institutions in which CAVDP youth were enrolled. It tries to assess the quality and "typicalness" of the post-secondary institutions which accepted CAVDP youth.

Kinds of Post-Secondary Institutions Deemed Appropriate for the CAVDP

The intent of the CAVD Project is to examine the effects of college education on the eventual employment and career outcomes of disadvantaged youth. Therefore, it was imperative to define the type of post-secondary education which would be acceptable for the measurement of these effects. Youth needed to attend schools which provide programs recognized as college education. In addition, some accreditation criteria for judging schools in terms of minimal standards of educational quality needed to be applied in determining which schools would be acceptable for CAVD youth to attend. Since it was not feasible to establish our own accrediting procedures, some widely acceptable criterion for appropriate post-secondary education had to be adopted. Given the nearly universal acceptance of the G.I. Bill program, it was decided that a college program acceptable for CAVDP youth must be on the Veterans Administration's list of educational institutions which are "approved for Veteran's training." The school must be so identified by the Veterans Administration Regional Office for the area. The school must also provide an Associate of Arts degree or higher. This requirement would assure that the youth could obtain a higher education credential from the school he or she chose to attend.

Administrative feasibility was then added to this criterion in determining which schools would be appropriate for CAVD. The majority of the youth should be attending college programs which are within commuting distance of the youth's residence in order for the overall program management to remain feasible and to keep costs manageable. Thus the stipulation was added that youth should apply to colleges within commuting distance. A list of schools which met all of the specified criteria was to be developed by the project operators and made available to the youth participants.

It was felt, however, that the project should allow for exceptions to the rule on the criteria of commuting distance so as not to prevent any youth from pursuing a desirable educational plan which involved a school beyond commuting distance. In order to exercise some control on such situations, extensive procedures for review and approval were set up, involving the National Office of Youth Programs.

The final decision would be made on a case-by-case basis after the following conditions were met and documented in writing to the National Office of Youth Programs.

(1) The Youth had to be eligible for and selected as a college-bound youth in the program;

(2) The youth had been admitted or accepted to attend the college, but not prior to April 15, 1979;

(3) There had to be a workable plan which identified how the youth would meet non-tuition and fee expenses, such as room, board, transportation, and personal expenses. This plan was to include copies of confirmed written statements of offers of grant, scholarship, or other funds;

(4) There had to be a workable written plan, agreeable to the respective prime sponsor, which explained how monitoring of classroom attendance and payment of allowances to the youth would take place; and

(5) The youth had to sign 2 statements acknowledging and agreeing that neither the prime sponsors nor the project was obliged to provide a paid work experience during the time that classes were regularly in session.[1]

Also, the project would not, under any circumstances, pay other than tuition and fee costs for any youth who participated.

Finally, it was agreed that the high cost of tuition at any college, university, or school would not be a basis for denying a youth CAVDP financial support to attend the college of his or her choice. If, however, the total cost of tuition and fees for any youth exceeded $2,500 annually, the payment would require National Office of Youth Programs approval.

Initial Contact with Institutions and Their Reactions

The initial contacts with all of the institutions participating in the CAVD program varied from project site to project site. Letters were written, personal contacts were made and these contacts were followed by telephone calls to the various university and college personnel.

In Atlanta, once the preliminary list had been compiled, phone contacts were made with a representative from each college and a meeting was scheduled to "introduce" the CAVD program to the representative. Atlanta CAVD staff visited each of the colleges and presented an overview of the CAVD project. During these visits to the campuses, the representative(s) had the opportunity to ask questions and discuss concerns in order to get an understanding of the program in general. Each college was given a letter summarizing the project and form to be signed indicating institutional interest in participating and establishing a liaison contact.

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[1] *Final Guidelines, Career Advancement Voucher Demonstration Project*, April 28, 1979, pp. 21-22.

All of the colleges visited were receptive. In some instances, representatives were familiar with NSS/FNS, the subcontractor and its services, and this helped pave the way.

Schools with lower enrollment were eager to participate. Schools with special requirements showed some initial hesitancy but were receptive once an explanation was given about the program and the degree of support to be given students.

In El Paso, a letter was written to each university informing them of the El Paso CAVD Program, and mentioning that some of the participants were interested in attending that college or university. The letter also explained how the Career Advancement Voucher Demonstration Program would work. As a follow-up to the letter, representatives from the Department of Human Development, City of El Paso visited each prospective campus to meet with officials and discuss the CAVD project in detail. Contracts for admission, and payment of tuition, fees and books were made with each participating college.

All of the universities and colleges contacted were very enthusiastic and willing to make the necessary arrangements for participation in the CAVD program.

Written contacts followed by personal contacts with university and college personnel was the method used in Little Rock. Most institutions responded to written correspondence concerning the project. Previous relationships which the director of L.R. - CAVD and/or the counselors had established within the local academic community greatly facilitated this phase of the project implementation.

Each school in Pittsburgh was visited and introduced to the CAVD program. The Directors of Admissions, Financial Aid, and Student Aid were contacted.

Each school was more than willing to participate with one school extremely interested in recruiting all of the participants. Another university was helpful in administering the SAT exams to those participants who needed them. Pittsburgh did have problems in establishing contacts, but all problems were related to the program starting late and trying to accomplish so much with an understaffed office.

In Washington, DC., letters were sent to eighteen colleges and universities introducing them to the CAVD program and asking them for their participation. All of the colleges responded in writing and follow-up with a telephone confirmation. One university, specializing in educational programs for the deaf and hard of hearing said they would be willing to participate but they would only take a deaf or hard of hearing student.

Each participating college and university identified a "contact person" who would be responsible for handling the CAVD program at the particular college/university.

The colleges and universities were told to use their own guidelines for accepting these youths and were instructed to treat them just like any other student.

The colleges and universities participating in the CAVD program were, with a few exceptions, receptive upon initial contact and have continued to show support for the CAVD program.

Outcome of Enrollment Efforts

Of 492 experimental group members, a total of 437 were accepted into a CAVD participating two-year or four-year college. This represents 88.8% of the experimental group youth. Of the 55 youth who did not enroll in CAVD college, 26 were admitted to a non-CAVD participating college. The data are presented in Table VI-1.

Naturally, all five sites were not equally successful in enrolling youth. Little Rock's efforts were perfect in that they enrolled all of their youth under CAVDP auspices. Next most impressive is El Paso which enrolled all but two of its youth, although nine were not enrolled under CAVDP auspices. Even the sites which did less well, however, enrolled at least three-fourths of their eligible participants.

The reasons all youth were not enrolled reflects the circumstances or desires of the youth themselves, not the shortcomings of the enrollment process. Some youth changed their minds over the summer about attending college. They decided to either obtain a job, or enter the Armed Forces. Other youth moved away from the city, and could not, therefore, continue participation in the program. A few youth, having been selected for college participation could not be subsequently located, and are also presumed to have left their city.

Table VI - 1

COLLEGE ENROLLMENT OF CAVDP EXPERIMENTAL GROUP

	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	Total
Enrolled in Participating College	78%	90%	100%	80%	93%	88.9%
Enrolled in Non-Participating College	11	8	0	5	2	5.3
Not Enrolled in any College	10	2	0	14	5	5.9
Total Participants	(88)	(111)	(103)	(91)	(99)	(492)

TABLE VI-2

College Enrollment of CAVDP Youth by Experimental Group

	Voucher & Integration		Voucher Only		Integration Only		Neither		Total	
	N	%	N	%	N	%	N	%	N	%
Enrolled in participating colleges	117	94	101	82	111	90	108	89	437	89
Enrolled in non-participating colleges	1	1	13	11	5	4	7	6	26	5
Not Participating	6	5	9	7	8	6	6	5	29	6
TOTAL	(124)		(123)		(124)		(121)		(492)	

Table VI-2 shows that the rate of enrollment in colleges was virtually the same for all experimental groups. The one significant difference found is that those youth who were left entirely on their own--that is, were not to receive help in becoming integrated into college life and were free to choose whatever college they desired--the voucher only group, were more likely to enroll in non-participating colleges. Whereas only about four percent of the members of the three other experimental groups enrolled in non-participating colleges, nearly eleven percent of the voucher only group enrolled in such schools. This difference is statistically significant at the .01 level.

The thing that distinguishes the voucher only group from the other three groups is that contact between participant and counselor is intended to be very minimal. It may well be that the virtual absence of contact with someone who is discussing entering or participating in college result in reduced motivation to participate in the program. The effect of the voucher upon enrollment in college is of sufficient importance to explore it further. The WIN voucher study reported that participants in that program who selected their own further education selected more broadly in terms of occupational and career choices than those who planned their education with the aid of a counselor.[1] Using CAVDP data a comparison was made between the number of colleges in which members of each experimental group enrolled. This was done to test the hypotheses that voucher youth would select institutions more widely than non-voucher youth. A measure of spread was developed, called a Diversity Index. It is obtained by dividing the number of colleges being attended by youth in the group by the number of youth in the group. The index can range from the reciprocal of the number of youth in the group (obtained when all youth attend the same college) to 1.00 (obtained when each youth in the group attends a different college). The data are presented in Table VI-3.

The results are somewhat consistent, but not overly so. The two voucher groups generally have lower diversity indices than non-voucher youth, indicating less diversity of choice among them. The differences are not statistically significant, however.

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[1] Richardson, Ann, Vouchered Skill Training in WIN: Program Guide lines and Selected Empirical Findings, Washington, D.C.: Bureau of Social Science Research, Inc., February 1977.

Thus it is safe to conclude that the results of Table VI-3 mean that "free choice" of educational planning does not result in more diversity of choice with regard to selection of educational institutions. However, further analyses is planned to determine whether there are differences between voucher youth and non-voucher youth in terms of occupational aspirations, career planning, or implementation of plans.

TABLE VI-3

Diversity Indices of College Enrollment for Sites and Experimental Groups

SITE	VOUCHER INTEGRATION	VOUCHER ONLY	INTEGRATION ONLY	NEITHER
Atlanta				
CAVDP COLLEGES	7	6	9	11
ENROLLEES	17	14	20	18
DIVERSITY INDEX*	.41	.43	.45	.61
El Paso				
CAVDP COLLEGES	3	2	3	2
ENROLLEES	27	24	24	25
DIVERSITY INDEX	.11	.08	.13	.08
Little Rock				
CAVDP COLLEGES	7	10	11	11
ENROLLEES	26	26	26	26
DIVERSITY INDEX	.27	.38	.42	.42
Pittsburgh				
CAVDP COLLEGES	4	6	8	9
ENROLLEES	21	15	19	19
DIVERSITY INDEX	.19	.40	.42	.47
Washington				
CAVDP COLLEGES	9	7	11	4
ENROLLEES	26	23	23	22
DIVERSITY INDEX	.35	.30	.48	.18

*DIVERSITY INDEX = CAVDP COLLEGES/ENROLLEES

The range of colleges which CAVD youth are attending is large. A total of fifty-five schools have accepted CAVD youth (see Appendix E). The number of participating colleges in each site is shown below:

ATLANTA	12
EL PASO	3
LITTLE ROCK	17
PITTSBURGH	10
WASHINGTON	13
TOTAL	55

It should be pointed out that the number of colleges participating for each site is a function of the number of colleges within commuting distance of the site.

As can be seen from the list in Appendix E, the types of colleges participating in CAVD is quite varied. They range from local business and two-year institutions to well-known four-year universities.

In this section we shall present some introductory information on the colleges attended by the young people in this project. For our purposes here, youth attending colleges are divided into three groups: those going to school funded by the CAVD program; those other experimental group members attending a non-participating college; and members of the control group who are attending a college. The colleges being examined were also grouped. First, there are the colleges participating in the CAVD program which are within commuting distance (here defined as being within 30 miles of the central city in the SMSA). Second, there are participating colleges outside the commuting area. Further, there are colleges which have enrolled project youth who are not being funded through CAVD. In addition to the colleges attended by our youth, we have also sought information on colleges within commuting distance (as defined above) which are not participating. Identification of such non-participating colleges does present some definitional problems, but for our purposes, only those schools in either Barron's Profile of American Colleges, Barron's Guide to the Two-Year Colleges or CEEB's The College Handbook were considered. Unless attended by one of our youth, excluded were medical schools (nursing, pharmacy, etc.), ministerial schools, art or musical schools, and other "special" schools (e.g., a college for the deaf).

Schools within Commuting Distance

The first question we shall address is the extent to which schools within commuting distance of the sites were utilized by CAVDP. The data are presented in Table VI-4. Of a total of seventy-seven colleges and universities within commuting distances of the five CAVDP sites, forty-eight (62%) are attended by CAVDP youth. There are differences in the "saturation" of local colleges by CAVDP youth. All three colleges in El Paso are attended by CAVDP youth, while only about half of the colleges in the Pittsburgh area are attended by CAVDP youth.

TABLE VI-4

Percentage of Schools within Commuting Distance of Local Sites Attended by CAVDP Participants

SITE	COLLEGES WITHIN COMMUTING DISTANCE	ATTENDED BY CAVDP PARTICIPANTS	PERCENTAGE
Atlanta	18	11	61%
EL Paso	3	3	100%
Little Rock	13	11	85%
Pittsburgh	21	10	48%
Washington	22	13	59%
ALL SITES	77	48	62%

The differences in "saturation" from one site to another appear to be a function of the number of colleges and universities in an area. The more colleges, the lower the saturation.

Attention to differences in "saturation" among the sites ought not to obscure the fact that in all areas CAVDP youth are enrolled in a majority of the colleges. As was shown in the previous section, the diversity of colleges being utilized by the CAVDP was achieved with heavy counselor input.

Information is presently being collected on the reasons for non-participation; tentatively, however, it would not appear that the non-participation was due to a general hesitancy or unwillingness of the schools to participate. In Atlanta, for example, all seven non-participating schools had expressed an interest in the project, but three of the colleges have tuition exceeding the $2500 maximum, and in the case of the other four, no project youth either chose to go to, or were accepted at, these schools.

Additional information on the dispersion of youth throughout the colleges in their commuting area is presented in Table VI-5.

TABLE VI-5

Means and Standard Deviations of CAVDP Youth Attending Colleges within Commuting Distance

SITE	MEAN	STANDARD DEVIATION
ATLANTA	5.7	4.9
EL PASO	33.3	24.1
LITTLE ROCK	7.1	9.6
PITTSBURGH	7.3	8.6
WASHINGTON	7.0	8.8
ALL SITES	8.4	11.9

With the exception of El Paso where there are only three schools, the average number of CAVDP participants in participating schools does not exceed eight. Not only does it appear that CAVDP youth are engaged in a variety of academic pursuits, they do not - on most campuses - form a large block of students. This should readily enable most CAVDP participants to blend in with the general college population, and thereby avoid the potential stigma of being part of a "special program."

It was also possible for CAVDP youth to attend college outside the commuting area if certain criteria could be met (see the beginning of this chapter). Thirty-one CAVDP youth attended seven institutions outside commuting distance. Twenty-six of the youth and six of the schools involved the Little Rock site. Little Rock took full advantage of the clause in the project guidelines which allowed youth to attend college outside commuting distance. Although it was intended that exception to the commuting requirement would be very few, it was politically unfeasible to attempt to withdraw these youth (who became known within DOL-CETA circles as "the Little Rock 30") from the schools in which they had been enrolled.

A fuller picture of college attendance can be gained by examining all CAVDP recruits, controls as well as experimentals, who enrolled in college. For this purpose, we shall divide the experimental group into those who are attending college under CAVDP auspices, and those who are attending without such auspices. Table VI-6 shows that almost all experimental group youth who are attending college without CAVDP assistance attend college outside commuting distance. The table also shows that nearly all youth (93%) who attend college under CAVDP auspices attend within commuting distance, while about three-fourths of the control group members attending college, attend within commuting distance. All of these differences are statistically significant at the .001 level. It seems quite clear that most experimental group members who decided to attend college without CAVDP assistance did so in order to attend a college of their choice away from home. What is less clear is why so many control group members are attending schools away from home. It may well be that the CAVDP restrictions on college attendance reduce the number of options that those who are determined to attend college can exercise.

TABLE VI-6

Percentage of CAVDP Recruits Attending College Inside and Outside Commuting Distance

COLLEGES:	CAVDP AUSPICE	NO CAVDP AUSPICE	CONTROL GROUP
INSIDE COMMUTING AREA	93%	15%	77%
OUTSIDE COMMUTING AREA	7	85	23
TOTAL ATTENDING COLLEGE	(437)	(26)	(107)

Quality of CAVDP Participating Schools

A second question concerns the quality of the schools attended by CAVDP youth. This will be examined in two ways. First in terms of the kinds of degrees offered by the institutions. Second by the competitiveness of their admissions standards. In both instances, schools with students attending schools under CAVDP auspices can be compared with schools attended by project youth attending college on their own, as well as local schools not enrolling CAVDP youth.

The kinds of degrees offered by the ninety-eight colleges which can be examined are presented in Table VI-7. The first column of this table shows the kinds of degrees offered by schools with CAVDP assisted students. The second column shows the kinds of degrees offered by schools attended by control group members, or experimental group members attending college without CAVDP assistance. There is some overlap in those two columns, for many of the control group members attend the same colleges as

CAVDP - assisted youth. The third column shows the kinds of degrees offered by colleges within commuting distance of the five sites but with no CAVDP recruits enrolled. Among the comparisons three are noteworthy. First, the schools attended by CAVDP participants are less likely than the two types of schools to offer baccalaureate degrees only. Second, students attending schools without CAVDP assistance are less likely to attend colleges only offering the associate degree. Finally, local schools which did not enroll CAVDP youth are less likely to offer both associate and baccalaureate degrees. Of these three differences, only the second is statistically significant. Youth who shunned CAVDP schools do so, apparently, to attend four-year institutions away from home.

TABLE VI-7

Number of Schools, by Type of Degrees Offered

	Schools With CAVD Youth		Schools With Non-CAVD Assisted Project Youth		Area Schools Without Project Youth	
	F	%	F	%	F	%
Associate Degrees Only	17	30.9	6	11.3	11	39.3
Associate and Baccularueate Degrees	18	32.7	19	35.8	5	17.9
Baccalaureate Degrees Only	19	34.5	28	52.8	12	42.9
Unknown	1	1.8	—	—	—	—
TOTAL	55	99.9	53	99.9	28	100.

Overall, it does not appear that the schools which admitted CAVDP participants are inferior to schools which did not admit them. This is also borne out in an examination of the competitiveness of admissions of the schools. The data are shown in

Table VI-8. For the purpose of rating, the system set up in Barron's Profiles of American Colleges has been used. This system rates schools on a six-point scale from "most competitive" to "non-competitive." In Table VI-8 schools which have been rated as "most competitive", "highly competitive", "very competitive", or "competitive" by Barron's are classified as competitive. Follwing Barron's criteria which utilize entrance requirements and proportion of applicants accepted, none of the two-year colleges in this study are classified as Competitive.

TABLE VI-8

Competitive Rating of Colleges

	Schools with CAVDP assisted Youth	Schools with non-CAVDP assisted Youth	Area schools without CAVDP Youth
Percentage of schools rated "competitive"	29.1	30.2	35.7
Number of schools	(55)	(53)	(28)

Table VI-8 shows that schools which did not enroll CAVDP recruits are slightly more likely to be rated competitive. The difference, however, is not statistically significant. Furthermore, three of the competitive schools which did not accept CAVDP youth had tuitions exceeding the $2500 tuition limit. If these schools are eliminated, there is no difference at all in participating and non-participating schools with respect to degree of admissions competition.

SUMMARY

On the face of it, enrolling five hundred (500) youth in post-secondary institutions over the summer months presented formidable problems. Local CAVD staff surmounted these problems as if they did not exist. Every member of the CAVDP experimental group who wanted to attend college was enrolled. In all, over ninety percent of the experimental group began college in September.

This achievement of the local CAVD staffs is even more laudable when it is recognized that: 1) the colleges which took the CAVDP youth are solid educational institutions; 2) the number of colleges accepting youth is large, and CAVDP participants are widely dispersed throughout them; and 3) the colleges which failed to enroll CAVDP youth were either rejected by the youth themselves, or had special admissions requirements, or had tuition and fees that exceeded NDOL guidelines.

There is some evidence which indicates that NDOL guidelines restricted the college choice of some youth. Every program is confronted with establishing rules and procedures which enhance the administrative direction of the program. It is not unusual for administrative rules to restrict the free operation of social and market forces. It appears that without the CAVDP, some youth would have found their way into colleges scattered across several states. CAVDP has enabled more youth (about double) to attend college, but restricted the range of colleges they could pick.

CHAPTER VII

Retention During the First Semester

This report is being prepared shortly after the end of the first semester of college for CAVD youth. There is, therefore, little information available on their academic and social experiences after entering college. What is available, however, is information on youth who failed to complete their first semester of study. This chapter examines first semester drop-outs.

Since a major concern of the demonstration is what kinds of CETA youth outht to be offered a college experience, it is important to know something about the youth who fail to complete college. Such information will help us understand better those youth who do complete their work. It is not possible at this early stage, of course, to report definitively on the kinds of youth who succeed, and those who do not. But, preliminary information on this topic will provide a base for subsequent study of the issue. Preliminary information is also warranted since dripping out of college is an event that tends to occur early in a youth's college career. The closer a youth comes to graduating, the less likely is that youth to interrupt his or her studies.

This chapter begins with the basic data on drop-out during the first semester. We then examine the stated reasons for dropping out. In the basis of these reasons, we shall qualify our definition of drop-out, as used in this chapter. The chapter will then conclude with a brief examination of the characteristics of the drop-outs.

Rate of Drop-Outs

Of the 441 youth enrolled in college, 437 actually registered for classes. Ninety percent of these (395 students) completed the first semester and registered for the second semester. Thus, in this section drop-outs are the remaining ten percent (42 students) who either failed to complete their first semester, or who failed to register for the second semester. A breakdown of these students is as follows:

completed the semester but will not return	= 7
did not complete the semester, and will not return	= 28
did not complete the semester, but will return	= 7

The number of drop-outs for each site, and the months in which the dropped out are shown in Table VII-1. It can be seen that the months of November and January were the heavy drop-out months. In fact, over half (55%) of the drop-outs occurred in these two months. It should also be noted that three participants hardly began their studies before dropping out. Two of these simply never showed for classes after registering, while the third became ill, and could not start. The latter will begin studies in the second semester.

Table VII -1

CAVDP Drop-Outs by Month and Site

Month	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	TOTAL
Sept., 79				2	1	3
Oct., 79	1	1		3	4	9
Nov., 79			5	5	1	11
Dec., 79			4	3		7
Jan.,80	1	1	1	8	1	12
TOTALS	2	2	10	21	7	42

The table also shows that the number of drop-outs varies by city. Atlanta and El Paso had only two drop-outs, while Pittsburgh had twenty-one. This is examined in more detail in Table VII-2. This table shows, for each city, the three kinds of drop-outs and the percentage of youth who did not drop-out. In two cities, Atlanta and El Paso, the few youth who dropped out either completed the semester, or plan to return in the second semester. Except in Pittsburgh, over ninety percent of the participants are not drop-outs. In Pittsburgh, twenty-nine percent of the participants dropped out, and most of these failed to complete the semester. These differences among the cities are statistically significant at the .001 level. As the city with no selection criteria, it is perhaps not surprising that Pittsburgh's drop-out rate is nearly threc times as high as the site with the next highest rate. A later section of this chapter,

Table VII-2

Types of First Semester Drop-Outs for Each Site

	ATLANTA	EL PASO	LITTLE ROCK	PITTSBURGH	WASHINGTON
Did not drop out	97%	98%	90%	71%	92%
Did not complete the semester, but will return	1	1	1	1	3
Completed the semester, but will not return	1	1	1	6	0
Did not complete the semester, and will not return	0	0	8	22	4
TOTALS	(69)	(100)	(103)	(73)	(92)

CHI-SQUARE = 54.05
Degrees of Freedom = 12 Significance under .001

will examine the relationship between drop-outs and academic potential.

Studies of college drop-outs show considerable variability from one college to another. The rate over four years varies from twelve to eighty-two percent. The same studies also show that the drop-out rate is higher in public and two-year institutions than in private and four year ones, respectively. It has also been shown that about half of those who drop out do so before the beginning of the sophmore year. Overall, some sixty percent of entering freshmen do not complete their studies within four years although an additional twenty percent do eventually graduate.

In the light of these figures, the drop-out rate for the CAVD participants looks exceptionally good. Data on drop-outs during the freshman year were available for twenty-nine of the fifty-six colleges attended by CAVDP participants. These reported a mean first year drop-out rate of 26%. Even though this figure is for two semester, not one, it appears that CAVDP youth are doing no worse than the general student bodies at their respective colleges and universities.

Reasons for Dropping Out

The National Center for Education Statistics has data on the high school senior class of 1972 which clearly show that most students drop out for non-academic reasons. Their finding is paralleled by our own data which show that only three of the forty-two students did so for academic reasons. Our own and NCES'S data may be misleading, however, since a number of non-academic reasons may well be rationalizations. In our own data, the most frequent reasons given for dropping out are: (1) to seek employment or enter the military; (2) lack of interest in further education; and (3) family and financial problems. Each of these reasons was reported by seven students. Pregnancy and illness were also reasons for dropping out. Four of the students dropped-out because they moved, and it is not known whether they will continue their studies or not.

As was noted in the previous section, several students planned to return in the second semester. These students, who mainly dropped out because of illness and pregnancy, expect to make up the work that they had missed during the summer, and then complete their two-years under CAVDP auspices with their fellow participants. If these students do carry out their plans, they will not become drop-outs. The four students who moved may also continue their college education. Thus, of the forty-two official CAVDP first semester drop-outs, only thirty-one report having permanently ceased their pursuit of higher education.

We might, therefore, consider the "true" CAVDP drop-out rate during the first semester as seven percent (thirty-one drop-outs out of a total of 437 registered studnets). Eleven of our "drop-outs" may have simply interrupted their college careers for a short while. If this proves to be the case, these students are more properly classified as "intermitters," rather than drop-outs. Since we do not yet know whether these students will resume their studies, we shall continue to classify them as drop-outs. It should be understood, however, that the term does not mean an irrevocable decision not to seek further post-secondary education.

Characteristics of Drop-Outs

The analysis of drop-outs is an ongoing aspect of the CAVDP research. The data, and conclusions presented in this section, are, therefore, highly tenative. It may be suggestive, however, of beginning developments in the ultimate story of the project.

One of the variables thought to affect college drop-outs is whether or not youth became a part of the college life of their institution. To this end, CAVDP counselors were to help some youth become intergrated, while allowing other youth to seek such integration (if they so desired) on their own. Table VII-3 shows that there is no difference in the drop-out rate of the youth who were to receive such help and those who were not. In both groups, approximately ten percent of the participants dropped out. Table VII-3 reports what was supposed to happen to the youth. We are just now processing the data on whether youth actually became integrated into the life of their respective colleges.

Table VII-3

Percentage of Drop-outs Among Youth Who were to Receive and Not Receive Help in Becoming Integrated into College Life

	Youth who were to:	
	Receive such help	Not receive such help
Drop-Outs	10%	9%
Students	(228)	(209)

Chi-Square = 0.04 Not significant

degrees of Freedom = 1

When data on actual integration become available, it will be possible to see: (1) the extent to which the efforts of the counselors were successful; and (2) whether integration makes any difference in the drop-out rate.

Other variables were also examined for their relationship to drop-outs. These will be treated under the headings of demongraphic variables, academic potential, and characteristics of the colleges.

Demographic Variables

Table VII-4 shows that dropping out is related to age. The younger a participant, the less likely is the participant to drop out, except for the youngest age category. Although this finding is not yet a secure one, it may not be premature to suggest that the relatively high drop-out rate on the part of older students reflects the additional family and personal obligations that youth in their twenties carry. At the same time, the upswing in the drop-out rate of youth under eighteen probably reflects lack of maturity and readiness for college.

Table VII-4

Percentage of Drop-outs by Age

	21 or older	20 yrs.	19 yrs.	18 yrs.	17 or younger
Drop-outs	21%	14%	13%	6%	11%
Students	(34%)	(37)	(108)	(240)	(18)

Chi-Square = 10.60 Significant at .05 level

Degrees of freedom = 4

Two demographic variables, sex and ethnicity were found not to be related to drop-outs. Ten percent of the males and nine percent of the females dropped out during the first semester. The data on ethnicity are presented in Table VII-5. The rate for Whites and Blacks is approximately the same, while the rate for Hispanics (mostly Chicanos) and others is much lower.

TABLE VII-5

Percentage of Drop-Outs by Ethnicity

	White	Black	Hispanic	Other
Drop-outs	12%	11%	3%	0%
Students	(26)	(304)	(97)	(2)

Chi Square = 6.04 not significant

degrees of freedom = 3

The differences, however, fail to reach statistical significance.

Two other background variables were also examined. One was the presence of parents in the households from which the youth came. The other was whether or not the family was receiving public assistance. Table VII-6 shows that drop-outs are not related to the presence of parents in the household. Yet, there is a clear trend in the data. Those households in which the father is absent (the last two columns of Table VII-5) have a higher drop-out rate than households where the father is present.

TABLE VII-6

Percentage of Drop-outs by Parents in Household

	Parent(s) present:			
	Both	Father Only	Mother Only	Neither
Drop-outs	6%	8%	10%	16%
Students	(181)	(13)	(163)	(80)

Chi Square = 6.84 not significant

degrees of freedom = 3

When Table VII-5 is collapsed to compare just father present or absent, the result does become statistically significant (Chi-Square = 4.03, of - 1) at the .05 level. Since the drop-out data available are early drop-outs, and the results are barely statistically significant, to much importance ought not to be attributed to the finding. It does gain some credence, however, in the light of the data in Table VII-6, which reports drop-outs by receipt of public assistance.

TABLE VII-7

Percentage of Drop-outs by Public Assistance

	Receiving Public Assistance:	
	Yes	No
Drop-outs	16%	7%
Students	(135)	(302)

Chi-Square = 6.99 significant at .01 level
degrees of freedom = 1

The drop-out rate for students whose families receive public assistance is more than twice as high as the rate for families which are not receiving assistance. Combined with the finding that youth are a bit more likely to drop-out when their fathers are not present in the household, it appears that economic factors are a major cause of early school leaving. This conclusion, tentative as it is, is consistent with the results of other drop-out studies. Yet, virtually all of the students in this study are economically disadvantaged and are receiving scholarship aid. Further examination is needed to uncover just what role economic pressure plays in the drop-out rate of CAVDP participants. It seems unlikely that the relationship is a simple and direct one.

Academic Potential

Two sets of variables which measure academic potential were collected prior to youth entering college. One is the GATB G-scale and its three subscales. The other is the seven scales of the Survey of Study Skills and Habits. The latter was administered to 319 of the participants, while the former was administered to 434 of the participants.

The relationship between Total GATB G-score and drop-outs is presented in Table VII-7. The relationship between the two is statistically significant. In particular, the differences among the means indicate that youth who complete the first semester, even if they decide not to begin the second semester have higher scores, on the average, than youth who do not complete the first semester. Since the total GATB G-score is a measure of scholastic aptitude, this result is consistent with what one would expect.

The three subscales of the GATB measure specific scholastic aptitudes. These are verbal ability, numerical ability, and spatial relationships. Table VII-8 shows that verbal ability is also related to type of drop-out. As is true of the total GATB score, those youth who completed the first semester's work, even if they failed to register for the second semester, received higher scores on the verbal portion of the GATB.

The relationship between numerical ability and drop-out is slightly different (see Table VII-9). The relationship is

TABLE VII- 8

F - Test Comparison of Total GATB Scores Among Drop-Out Types

	MEAN	SD	N	VARIANCE
GATB TOTAL	89.8	13.06	434	170.72
NOT A DROP OUT	90.4	12.98	392	168.66
INCOMPRETURN	81.0	9.88	7	97.71
COMPL NO RET	87.4	11.54	7	133.38
INCOMPNO RET	83.1	12.49	28	156.14

ANALYSIS OF VARIANCE TABLE

	MEAN SQUARE	DF	F-TEST	SIGNIFICANE
AMONG GROUPS	662.91	3	3.953	.009
WITHIN GROUPS	167.68	430		

TABLE VII-.9

F-Test Comparison of GATB-Verbal Scores Among Drop-Out Types

	MEAN	SD	N	VARIANCE
GATB VERBAL	92.0	11.57	434	133.87
NOT A DROP	92.4	11.48	392	131.88
INCOMPRETURN	84.8	7.84	7	61.55
COMPL NO RET	92.8	12.41	7	154.12
INCOMPNO RET	86.9	11.51	28	132.63

ANALYSIS OF VARIANCE TABLE

	MEAN SQUARE	DF	F-TEST	SIGNIFICANCE
AMONG GROUPS	392.58	3	2.966	.032
WITHIN GROUPS	132.37	430		

TABLE VII-10

F-Test Comparison of GATB-Numerical Scores Among Drop-Out Types

	MEAN	SD	N	VARIANCE
GATB NUMERICAL	92.3	14.23	434	202.59
NOT A DROP	93.3	13.68	392	187.20
INCOMPRETURN	85.5	12.55	7	157.67
COMPL NO RET	85.0	11.25	7	126.57
INCOMPNO RET	81.9	17.38	28	302.31

ANALYSIS OF VARIANCE TABLE

	MEAN SQUARE	DF	F-TEST	SIGNIFICANCE
AMONG GROUPS	1361.99	3	6.986	UNDER .001
WITHIN GROUPS	194.97	430		

statistically significant. But here the main difference seems to center on those who dropped out compared to those who did not. The average score of the latter group is higher (93.3), than the latter. Within the drop-outs, those who failed to complete the semester and are not planning to return score slightly lower than other kinds of drop-outs. One may speculate that numerical ability encourages some youth who are not doing well in school to keep on trying.

The last component of the GATB is not related to dropping out. Although the spatial score of those who did not finish the first semester but plan to return in the second semester is lower than for the other three groups, the differences are not statistically significant. The data are presented in Table VII-10.

Overall, then, scholastic aptitude,as measured by the GATB,is related to dropping out in the first semester. Both general scholastic aptitude and verbal ability appear to help students complete the work of the first semester. Numerical ability, on the other hand, appears to be related to a student's decision to keep trying despite the failures of the first semester. It is worth repeating, however, that these are preliminary results. Those youth who drop out in subsequent semesters may alter this picture considerably.

The second measure of academic potential is the Brown-Holtzman Survey of Study Skills and Habits. None of the seven scales of this test battery are related to dropping out. An example of the results obtained is presented in Table VII-11. The

TABLE VII- 11

F-Test Comparison of GATB-Spatial Scores Among Drop-Out Types

	MEAN	SD	N	VARIANCE
GATB SPATIAL	96.1	16.95	434	287.37
NOT A DROP	96.1	17.08	392	291.77
INCOMPRETURN	90.5	8.46	7	71.67
COMPL NO RET	95.4	13.17	7	173.67
INCOMPNO RET	97.3	17.28	28	298.86

ANALYSIS OF VARIANCE TABLE

	MEAN SQUARE	DF	F-TEST	SIGNIFICANCE
AMONG GROUPS	86.20	3	0.298	OVER .500
WITHIN GROUPS	289.44	430		

TABLE VII- 12

F-Test Comparison of SSHA Total Orientation Scores Among Drop-Out Types

	MEAN	SD	N	VARIANCE
TOT. STUDY ORIENTAION	109.8	31.61	319	999.66
NOT A DROP	110.2	31.18	302	972.31
INCOMPRETURN	93.0	24.75	3	612.66
COMPL NO RET	112.5	42.45	4	1802.25
INCOMPNO RET	103.3	38.54	10	1485.61

ANALYSIS OF VARIANCE TABLE

	MEAN SQUARE	DF	F-TEST	SIGNIFICANCE
AMONG GROUPS	450.64	3	0.447	OVER .500
WITHIN GROUPS	1008.07	315		

data pertain to the survey's overall measure of study orientation. Although those students who did not complete the first semester have lower scores than those who did, the differences are not statistically significant. Part of the reason for the failure to attain statistical significance may be due to the small number of students in the three drop-out categories. Only seventeen of the forty-two drop-outs have taken the SSHA. Most of those who did not take the SSHA were Pittsburgh participants, where the drop-out rate was the highest of the five sites.

CAVDP Colleges and Drop-Outs

As noted at the beginning of this chapter, the drop-out rate varies considerably from one college to another. It is reasonable to presume, therefore, that certain characteristics of colleges increase or decrease their drop-out rates. Of the variety of college variables which could be examined, we shall report on two. The first is the competitiveness ratings of the colleges, the second is their first semester drop-out rate. Although we have competitiveness ratings for all of the CAVDP colleges, we were able to obtain drop-out information for only thirty-two. In three instances, the first semester drop-out rate was estimated, through a regression analysis, from data on the percentage of freshmen who completed their studies on time. This must be borne in mind when examining the relationship between CAVDP drop-out rate, and the drop-out rate for the colleges as a whole.

Table VII-12 shows that there is no relationship between the competitiveness of a school and the drop-out rate.

Table VII- 13

Percentage of Drop-Outs Among Students Attending Competitive and Non-Competitive Schools

	Students Competitive Schools	Attending: Non-Competitive Schools
Drop-Outs	12%	9%
Students	(113)	(324)

Chi-Square = 0.37 Not Significant

Degrees of freedom = 1

CAVDP participants attending both types of schools drop-out at about the same rate. The same thing is true (see Table VII-13) when the actual first year drop-out rate of the CAVDP schools is examined. Whether a school has a large or a small number of first year drop-outs does not seem to affect whether CAVDP youth drop-out.

Table VII- 14

Percentage of Drop-Outs Among Students Attending Low and High First-Year Drop-Out Schools

	First Year Drop-Out Rate:		
	Less than 25%	25% or more	No information
Drop-Outs	13%	10%	7%
Students	(102)	(175)	(160)

Chi-Square = 2.64 Not significant

Degrees of freedom = 2

SUMMARY

Whether CETA-eligible youth, who are given an opportunity to attend college, will complete their studies is of paramount concern to this project. So far, the results are encouraging. The drop-out rate for CAVDP youth apears to be lower than the drop-out rate for colleges in general, and for the particular colleges which they attend. With the available data on the first year drop-out rate for colleges attended by CAVDP participants it is possible to estimate what the first year drop-out rate ought to be for the students in this study. This was done by multiplying the drop-out rate of a college by the number of CAVDP students attending that college, and summing these products for all CAVDP colleges for which data are available. This yields a total of 100.49 expected drop-outs. When this total is divided by the number of CAVDP participants attending schools for which we have drop-out data, the expected drop-out rate is 36%. Since the actual CAVDP rate is well below this at this point, there is good reason to be encouraged.

The data on drop-outs, however, pertain to the first semester only. There is still a possibility of a sizeable increase in CAVDP drop-outs before the end of the school year. In addition, a detailed analysis of drop-outs remains to be done. Such an analysis should help future CETA college programs increase their probability of success, and the social benefits accruing to their participants.

CHAPTER VIII

CAVD AT THE END OF ITS FIRST SEMESTER

The timing of this report, occasioned by the end of CPC&H's CAVD Contract year, is both a blessing and a curse. It is a blessing in the sense that it forces one to examine, from a knowledge development point of view, the early developments in the CAVDP. It is a curse in that the effects of CAVDP are barely beginning to unfold, and one must resist the tendency to overgeneralize and overanalyze results which are just beginning to take shape.

There are some things, however, that can be said rather definitively even at this early date. They can be said because the Career Advancement Voucher Demonstration Project has gotten off the ground, and is actively functioning in its five sites.

The first thing to note is that it is possible for local CETA prime sponsors to recruit a couple of hundred YETP-eligible youth among high school senior and GED-possessors who are interested in attending college. Our analysis of the recruitment efforts of the five prime sponsors shows that their recruitment efforts centered on the local high schools. It must be granted that the reception of CAVDP recruitment efforts by the schools was not always encouraging. But, youth who came into the program overwhelmingly reported that they first heard about the CAVDP from a highschool source. Next most important in the recruitment efforts, and often done in tandem with the high schools, were direct recruitment efforts by the early CAVDP staff. These efforts, which involved many hours of travel and talk each day, constituted advanced publicity for the demonstration project. Credit must go to the early skeleton staff which believed in, and was able to sell to others a vision of a new opportunity for disadvantaged youth within CETA.

It is one thing to recruit youth into a program with the promise of a college education at government expense. It is another thing to actually deliver on that promise. Without fail, the local CAVD program operators delivered on that promise. All youth who wanted to attend college were enrolled. This achievement is even more remarkable when one realizes that the enrollment took place over the summer months when many colleges have already established their entering fall classes. Part of the success in enrollment is due to the enthusiastic reaction that most colleges had to the idea of a CAVDP. In many instances, colleges made special arrangements to enable CAVDP participants to enroll.

It should be pointed out that the receptivity of the colleges was to a few youth who would become part of their regular academic program, and not to a sizeable group of youth who were to become part of a special program. The relatively small number of youth (in many, many instances less than four) seeking admission made it easier to accomodate them. At the same time, however, the colleges, because of the small number, could not expect a sizeable financial gain through participating in the program.

CAVDP participants gained admission to colleges which were typical of their local area. They did not overwhelmingly enroll in either the less-competitive nor more-competitive colleges. The CAVDP guidelines did, however, substantially restrict the colleges in which participants could enroll to those within commuting distance. In a few instances, CAVDP participants made arrangements for, and did enter, colleges outside the commuting ring. In some instances, this was done with the active help of the local CAVDP staff, which is maintaining touch with the youth. In other instances, the youth have left the program, although they are attending college. Assuming that all youth can be reinterviewed at the appropriate times, it will be possible to study whether the help offered by CAVDP in the form of tuition, fees and counseling makes a difference in completing college and gaining entry to the primary labor market.

Not only were youth enrolled in college, but about ninety percent of them have remained in college through the first semester. This appears to be considerably higher than the normal retention rate of the colleges attended by CAVDP participants. The major reasons for dropping out were reported to be non-academic, and hint at a family's need for an additional breadwinner.

The major disappointment of the first contract year was in research, not program. This was the failure to enroll control group members in the regular CETA programs. Nearly a majority of the control group also entered college, instead of CETA. This "failure" may well testify to the basis on which youth were recruited by the programs, and/or the kinds of youth recruited into the CAVDP. It is clear that the educational attainments of the CAVDP recruits is higher than that of the normal CETA participant. But, in many other respects, the two groups are much alike. It may well be that a college-going component within CETA will attract a different kind of clientele than its usual work experience programs.

In an effort to compensate for the loss of control group comparisons, a comparison group consisting of matched youth already enrolled in CETA, is being created. Although such a group will not permit as precise comparisons as a control group, it should enable us to draw some conclusions about the consequences of CAVDP relative to regular CETA youth programs.

Among the concerns for the coming year of the CAVDP are three. First, that the drop-out rate remain low. The idea of the project is to see whether at least two years of a college education makes a significant difference in the employability of youth. Large numbers of drop-outs would not provide us with enough information to answer that question. It would provide us with information only on the difficulty of obtaining the two years of education.

Second, there is concern; also expressed by the local project operators, that contact be maintained with the participants during the summer. The feeling is that without the reinforcement of their college-going peers and/or some academic activities, many youth will fail to return for their sophomore year.

The final concern is for those youth who are interested in, and appear capable of, obtaining a four-year degree. Assurances should be worked out early in the coming year to make it possible for such youth to continue their college education. This cannot be done under existing CETA legislation. But having given some youth a glimpse of a new world and a more productive future, it would be tragic if the DOL could not help them fulfill their potential and their aspirations.

APPENDIX A

Preliminary Model for the Education Entitlement Voucher Program

July, 1978

Preliminary Model for Education Entitlement Voucher Program

(Presented July 1978 for Discussion)

I. Definition of the Problem and Objectives of the Program

A. The basic objective of the educational entitlement voucher program is to provide an entry route into the primary labor market by providing those youth in CETA who are motivated toward post-secondary education the opportunity to pursue it. The specific goals include:

1. To increase vocational, technical and academic knowledge of youth.

2. To broaden the perspectives of youth through
   a. broadening their range of social contacts
   b. polishing social skills
   c. increase opportunities to acquire information on occupational options
   d. enchancing youth's self-esteem, sense of personal efficacy and commitment.

B. An additional objective is to provide opportunity for research and knowledge development which will facilitate the Department of Labor formulation of national policy twoards youth employment.

II. The Target Population

1. All youth who have served one year, not necessarily continuous, in one or more CETA program shall be eligible for two year educational entitlement voucher. (youth are defined as persons 16 to 24 years of age.)

2. For those youth who lack a high school diploma and are unable to gain admission to the training program of their choice, the educational voucher can be reserved for the period while the candidate either returns to high school or prepares for and takes the GED exam. Financial support. will be arranged through a subsidized work program of 15-20 hours per week during this phase.

3. No criteria other than one year's service in a CETA program shall be employed to determine eligibility for participation in the program.

III. Content of Program

1. For one year of successful service in CETA programs, a youth shall be entitled to two years of education. For those without a high school dipolma, they will also be entitled to a subsidized work-study program while obtaining the GED or high school dipolma, at no charge against the basic entitlement.

2. The youth will have a seven year time span following completion of CETA service during which to exercise the option.

3. Support services will be built into the program only at the initial phase when a youth chooses to excerise the voucher option, and designed to help the youth in making his or her own occupational and educational choices. Each youth will have the option to privately purchase by voucher, educational and vocational testing services to obtain self-assessment information useful to his or her decision-making. In addition extensive information and resource services concerning educational programs and labor market information will be available if the youth chooses to utilize it. All support services will be voluntary. Once the youth are enrolled in a training program, they will have access to any and all services provided by the educational institution and community.

IV. Resources Available to the Program

1. The educational entitlement voucher would cover educational expenses of tuition, fees, and books. In addition 200 per month will be provided as a living stipend. Those youth with additional expenses such as dependents can exercise an additional option for work part-time arranged either at the school or, if this is not possible in other DOL projects (as in the G.I. Bill, provision will be made for 250 hours at the minimum wage.

   Any other work not exceeding 20 hours per week which the youth secure is entirely independent of the DOL voucher.

2. Educational expenses which exceed $2500 per year must be subject to review and special approval, but are not automatically ruled out.

3. Yes it is possible for the voucher to carry a youth through graduate and undergraduate education, if he has served in CETA enough years to accumulate vouchers.

Estimated cost of program in direct outlay for vouchers.

1. Per youth (Maximum)

Two years of tuition and fees	**$5,000**
Two years of stipend (24 months)	**4,800**
	$9,800

2. Per 1,000 youth (Maximum)

Total Cost $9,800.00

3. Per Youth (Minimum)

Two years of tuition and fees	**$1,600**
To years of stipend	**4,800**
	$6,400

4. Per 1,000 youth (Mimimum)

Total Cost $6,400.00

V. Inter-Organizational and Monitoring Issues

1. Performance of the students should be monitored by the educational institution. Each term an educational institution must certify that a youth is registered, is attending, and is in good standing.

2. Vouchers can be used only at those schools which are on the Verterans Administration's approved list for use of the G. I. Bill.

3. The educational entitlement voucher of the Department of Labor is in addition to all other financial assistance for which a youth is qualified.

4. There shall be no limit to the number of youth who can participate in the educational entitlement voucher program. However, if the resources of DOl require a limitation, there shall be no restrictions on eligibility, but rather selection for voucher recipients will be done by lottery. Those not receiving the voucher can then serve as a control goup in the research.

5. The educational entitlement voucher program shall be administered out of the Department of Labor Regional Office nearest to the selected site for the demonstration project.

6. Research will consist of the following components:

   a) three year longitudinal research design comparing those youths who opt for the voucher with comparable control group of CETA youth not involved in the voucher on selected indicators such as the overall goal of entry into the primary labor market. (~~use of Multiple regression analysis~~)

   b) general data collection, descriptive in nature will provide regular status reports.

   c) selected case studies

   d) economic and administrative feasibility of large-scale implementation (cost/benefit model)

   e) analysis of impact on the labor market (long-term research goal)

APPENDIX B

CAREER ADVANCEMENT VOUCHER DEMONSTRATION PROJECT

Final Guidelines

U.S. Department of Labor
Office of Youth Programs

April 28, 1979

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CAREER ADVANCEMENT VOUCHER DEMONSTRATION PROJECT

I. Overview

The Career Advancement Voucher Demonstration Project is a discretionary funded youth project (under CETA, Title IV, Part A, Subpart 3 - YETP) which aimes to examine the feasibility and benefits of providing disadvantaged youth with subsidized full-time college education for up to two years. This special project is designed to facilitate rigorous research for

(1) MEASURING THE RELATIVE EFFICIENCY, EFFECTIVENESS AND IMPACT OF SUCH EDUCATION AS COMPARED TO STANDARD CETA YOUTH PROGRAMS AS A MEANS OF FOSTERING THE EMPLOYMENT CAREERS OF YOUTH;

(2) DETERMINING THE FEASIBILITY AND EFFECTIVENESS OF DEVELOPING A METHODOLOGY FOR IDENTIFYING THOSE CETA YOUTH PARTICIPANTS WHO SHOULD BE GIVEN THE OPPORTUNITY FOR COLLEGE EDUCATION:

(3) ASSESSING THE RELATIVE EFFECTIVENESS OF ALTERNATIVE APPROACHES FOR PROVIDING DISADVANTAGED YOUTH WITH COLLEGE OPPORTUNITY THROUGH CETA PROGRAMING: AND

(4) EXPLORING THE POTENTIAL OF UTILIZING NON-CETA RESOURCES (E.G., BASIC EDUCATION OPPORTUNITY GRANTS, ETC.) FOR SUPPLEMENTING AND/OR SUBSTITUTION FOR CETA RESOURCES (PARTICULARLY IF YOUTH PLAN TO FURTHER THEIR COLLEGE EDUCATION BEYOND THE TWO YEAR PERIOD OF CETA PARTICIPATION).

The demonstration will focus on 16-21 year old YETP eligible youth who are out-of-school and those youth currently enrolled in CETA programs who will not have exceeded eight months of CETA participation by September 1, 1979. It will involve random assignment of youth to college and standard CETA youth programs in a manner which assures comparability of youth in both types of experiences. The Department of Labor has specified various other research controls to be utilized to also test the relative benefits of (a) alternative screening procedures for selecting a pool of potential project participants, (b) use of a voucher for providing youth with free choice of post-secondary education, and (c) varying levels of support services for project participants. In addition, the six separate demonstration project sites around the country are to have procedures similar enough to facilitate multi-site research comparisons.

The national office of the U.S. Department of Labor has separately contracted for a central research agent for the overall demonstration, Clark, Phipps, Clark & Harris, Inc. (CPC&H), to be responsible for (1) guiding the implementation of all research controls at the six project sites, (2) conducting in-program and post-program participant follow-up surveys, and (3) completing data analysis to distill research findings for the demonstration project.

II. Background

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 emphasizes research and experimentation for the purpose of developing information and knowledge which is needed for the formulation of more effective national policy for dealing with structural youth unemployment.

A major goal of YEDPA is to explore the relative effectiveness of alternative approaches for helping disadvantaged youth enter the world of work and achieve stable employment and job advancement. In light of this goal, it is essential that we recognize the fact that for various educational levels, non-white youth unemployment rates are much higher than those for whites except those who are college educated. Thus, acquisition of college education tends to equalize whites and non-whites in the labor market; in fact, college education also reduces employment barriers for both groups.

The literature on youth unemployment clearly shows that lack of educational credentials--especially a high school diploma, but increasingly some post-secondary education--limits the entry of youth into primary labor market jobs. This central fact sets the goal for the proposed demonstration research project to test whether providing selected CETA youth with an opportunity to pursue up to 2 years of college education will enable these youth to enter the primary labor market and otherwise have more positive employment earnings experiences as compared to similar youth who are served through standard CETA programs.

CETA programs for out-of-school youth tend to be short-term (less than 1 year's duration) and focused on work experience. The smaller portion of CETA programming for youth concentrates on classroom instruction. However, this activity typically is designed to provide youth with specific vocational education courses and/or remedial education which usually do not exceed a 12-month period.

The above character of CETA youth programs stems from various circumstances: (1) most unemployed young people applying to CETA programs have little or no work history but need work experience in order to develop proper work habits and attitudes necessary to secure the employment they seek; (2) most CETA youth (85 percent) have not completed high school and read 3-4 grade levels below the last grade completed, and these circumstances limit the intensity of classroom vocational and remedial education which can be provided to them; and (3) historically, youth programs have been designed and geared to minimize cost and duration of stay per youth participant as a means of maximizing the number of youth who could be served with the limited funds available (CLMS shows that out-of-school youth in Title I programs were enrolled for only an average of 18 weeks).

A reasonable assumption which can be made is that the nature of employment and earnings outcomes for CETA youth participants will be related to the character of their CETA activities. In view of this, it is not surprising that successful CETA youth participants generally can only secure jobs in the secondary labor market.

Few CETA youth are transitioned into primary labor market jobs. However, one out of every six youth who apply to CETA has graduated from high school, and one out of every 20 other youth obtains their GED through CETA. These facts offer some perspective for recognizing that (1) a good number of "successful" CETA youth who obtain secondary labor market jobs are significantly underemployed in these jobs, and (2) some special CETA efforts should be made to provide selected youth with more intensive/longer-term programs which are designed to help these youth enter the primary labor market.

A logical program approach for enhancing the prospects of having CETA youth enter the primary labor market is to provide select youth with an opportunity for two years of full-time college education and appropriate summer work experience. Any CETA prime sponsor can now implement such a service strategy but it is rarely, if ever, done for several reasons. First, these sponsors do not know how to select those youth who can successfully use college opportunity for their employability development. Second, no research has been done to determine whether the pay-off in participant outcomes is worth the added cost of two full years of services for each youth. Third, many sponsors are not even aware that two years of full-time college education is a legal and legitimate CETA service approach for employability development; many sponsors purchase "class-size" institutional training for CETA participants at community colleges, but this instruction generally is limited to selected courses for specific vocational training and does not permit individualized two-year programs of full-time college education (leading to an A.A. degree if the youth is at a two-year college.) Fourth, CETA sponsors tend to rely heavily on program activities which enroll groups or classes of youth to be served in a single setting as compared to individual referral for individualized programming at varying institutions; sponsors generally take actions for administrative ease and to reduce overhead cost.

In view of the above, a special youth demonstration project which is rigorously designed and researched is needed to test the viability of having selected CETA youth provided an opportunity for two years of full-time college education as a means of preparing these young people for gaining primary labor market jobs. However, in implementing such a project one must recognize that there are some financial resources beyond CETA which exist in communities (e.g., Basic Education Opportunity Grants-BEOG's, etc.) for assisting disadvantaged youth. Therefore, the demonstration project to be undertaken must attempt to utilize these resources, particularly in the second program year and in subsequent years, should the youth participants desire to matriculate beyond the two-year period to be facilitated through CETA programming.

III. Project Objectives

The overall objective of the proposed Career Advancement Voucher Demonstration Project is to determine whether and how CETA prime sponsors and Job Corps Centers should give some priority to providing selected youth with an opportunity for college education per se, as a means of facilitating their entrance to the primary labor market.

More specficially, the project will

(1) MEASURE THE RELATIVE EFFICIENCY, EFFECTIVENESS AND IMPACT OF SUCH EDUCATION AS COMPARED TO STANDARD CETA YOUTH PROGRAMS AS A MEANS OF FOSTERING THE EMPLOYMENT CAREERS OF YOUTH;

(2) DETERMINE THE FEASIBILITY AND EFFECTIVENESS OF DEVELOPING A METHODOLOGY FOR IDENTIFYING THOSE CETA YOUTH PARTICIPANTS WHO SHOULD BE GIVEN THE OPPORTUNITY FOR COLLEGE EDUCATION;

(3) ASSESS THE RELATIVE EFFECTIVENESS OF ALTERNATIVE APPROACHES FOR PROVIDING DISADVANTAGED YOUTH WITH COLLEGE OPPORTUNITY THROUGH CETA PROGRAMMING; AND

(4) EXPLORE THE POTENTIAL OF UTILIZING NON-CETA RESOURCES (E.G., BASIC EDUCATION OPPORTUNITY GRANTS, STATE TUITION GRANTS, GRANTS THROUGH PRIVATE FOUNDATIONS ETC.) FOR SUPPLEMENTING AND/OR SUBSTITUTION FOR CETA RESOURCES (PARTICULARLY IF YOUTH PLAN TO FURTHER THEIR COLLEGE EDUCATION BEYOND THE TWO YEAR PERIOD OF CETA PARTICIPATION).

To achieve the above objectives, the demonstration will be designed to provide for experimental and control groups, and for in-program and post-program follow-up to be conducted by the centeral research agent to analyze the impact of the demonstration on participating youth. In addition, research will be conducted to assess the impact of the demonstration on its participating institutions (e.g., CETA prime sponsors, Job Corps Centers, participating colleges, etc.)

The Career Advancement Voucher Demonstration is designed to address the following major questions:

1. Whether demonstration project participants who receive an opportunity to attend college at least 2 years will be more likely to enter the primary labor market and otherwise have more positive post-program employment and earnings experiences than comparable CETA participants who do not receive such an opportunity.

2. Whether the "human capital" return on the DOL investment will be greater for project participants than for the control group served through standard CETA youth operations.

3. Whether free choice for youth in selection of college and courses through use of a voucher is more beneficial than having program operators assist youth and approve such education decisions.

4. Whether greater involvement in college life and college experiences result in more positive program outcomes than lesser involvement in college life and experiences.

5. Whether area unemployment rate and other local conditions interact with post-program participant outcomes.

6. Whether there are criteria which have predictive validity for selection of participants in similar future CETA programs.

7. Whether CETA resources can be linked to other community resources to facilitate college education for disadvantaged youth.

8. Whether any CETA eligible youth and which CETA eligible youth can benefit from the college approach.

The following sections address major program procedures and research controls:

Program Location/Operator
Youth Eligibility, Outreach and Recruitment
Enrollee Selection and Assignment
Selection of Participating College
Program Services
Project Administration and Operating Costs
Research and Reporting

IV. Program Location/Operator

This demonstration project is being conducted in five CETA prime sponsor jurisdictions and a selected Job Corps Center. The extent to which subcontractors or staff of the CETA prime sponsor or Job Corp will operate the demonstration project will be discussed in meetings with the prime sponsors and Job Corps staff.

In each of the jurisdictions, the program operator must work cooperatively with the Department of Labor's central research agent--Clark, Phipps, Clark and Harris, Inc. (CPC&H) --in order to assure appropriate implementation of the program to meet controls of the research design.

The unique characteristics of each of the demonstration sites will be considered in analyzing the effects of the subsidized employment experience on post-program job transition and other outcomes.

V. Youth Eligibility, Outreach, and Recruitment

Each program operator's project will include positions for one hundred separate slots for youth who will attend college for a period of up to two years. The project will be open to youth ages sixteen to twenty-one years who meet YETP eligibility requirements and who desire and are available for full-time college work.

The youths chosen to fill the slots at each demonstration site will be selected from a pool of at least two hundred YETP eligible young persons recruited by the project operator. The selection of youth will be done on a statistically random basis by the centeral research agent.

All potential participants will be recruited and selected to facilitate their enrollment in college by September 1979. Youths who are selected for the project but who are unable to begin or complete college work will not be replaced by other youth.

Youths to be considered for this project may be recruited from two sources: (1) those youths already enrolled in CETA Prime Sponsor programs who will not have exceeded eight months of CETA participation by September 1, 1979 (this restriction will allow youths selected for this project to stay within the federal guidelines of maximum CETA participation); (2) those youths who are new to the CETA program, especially those youths who will be graduating from high school in June 1979 and who have no employment prospects. It is stressed that all youths placed into the pool from which participants are selected must agree that they desire to attend college.

Youths placed into the pool from which participants are selected shall be selected in accordance with Section 676.54(b) of the CETA regulations.

A brochure describing the project will be created by the central research agent in consultation with the program operators. Prime sponsors are free to use this brochure or to develop their own to fit publicity needs of their individual sites.

Prime sponsors will be in control of local publicity so they may not be inundated by youths wanting to go to college. Every attempt will be made by the Office of Youth Programs to inform prime sponsors of any impending national or regional publicity which might have local effects.

YETP eligible youths who have been admitted to college on or before April 15, 1979 shall not be eligible to participate in this project. The rationale for this is that the program is intended to serve disadvantaged youths who would not, under other circumstances, be going to college. Although the identification of a cut-off date does not certainly identify those youths who would be going to college anyhow, it may be the best indicator available for making this distinction.

All youths who are admitted into the pool of eligible youths at any project site will be required to sign the Participant Acknowledgment form, see Attachment B at the end of these Guidelines, before their names may be considered for selection. It is intended that this will educate youth participants about the benefits and risks of the program.

Two separate procedures will be used for identifying potential youths to participate in the project. (All youths must be YETP eligible.)

1. Locally-Determined Recruitment Criteria

Three prime sponsors will establish recruitment criteria suitable for their jurisdictions. Each, using its own criteria, shall select one hundred and fifty potential participants. The pool from which these youths are selected must be described in writing to the central research agent. The criteria for creating the pool and for selecting youths from the pool must be identified in writing and sent to the central research agent by noon, Monday, May 7, 1979. Any changes in the criteria which are subsequently desired by the prime sponsor shall first be discussed with the central research agent.

2. Recruitment Criteria by the Central Reseach Agent

Two prime sponsors will have recruitment criteria determined for them by the central research agent. These sponsors will assemble a pool of potential project youths in accordance with criteria identified by the central research agent.

3. General Recruitment Criteria

Each project site will provide the central research agent with the following for each member of the pool of youths at the site:

1) a completed supplementary intake questionnaire (see Attachment A at the end of these Guidelines);
2) other completed intake forms which are already specified to the sites by the central research agent; and
3) a completed answer sheet for a 20-minute test (sub-parts 2, 3, 4, and 6 of the General Aptitude Test Battery--GATB).

VI Enrollee Selection and Assignment

For each project site, the central research agent will randomly select one hundred (100) youths to attend college and fifty (50) youths who will serve as members of the research control group. Only in the case of the two prime sponsors will the central research agent use the completed intake questionnaires and tests as a screening device prior to random selection of project participants and control group members for those two sites. For the other three project sites, these data will not be used in any way except for research analyses to determine whether there are items which have predictive validity for future selection of participants for similar future programs.

The central research agent will be discussing the above matter in greater detail with the program operators.

The above selection materials for at least fifty (50) youths from each demonstration site must arrive at the office of the central research agent by noon, Wednesday, May 2, 1979. At this time, the agent will review all forms and determine if any modifications in intake procedures of the operators should be made. Any necessary modifications in selection materials or procedures will be communicated to project operators by Tuesday, May 8, 1979. Selection materials for all the remaining youths in the pool from each site must arrive at the office of the central research agent by noon, Monday, June 4, 1979. Project operators may be asked to submit selection materials in two or three smaller batches between May 7 and June 4, 1979, but this will be determined by the central research agent in consultation with the project operators. (Such staggered submissions may spread out the work tasks of both the project operators and the research agent.) All youths selected to enter the college-bound program will be identified to the project operators by noon, Monday, June 18, 1979, at the latest. Youths will be selected by the central research agent according to a statistically random process which takes into consideration research criteria related to the demonstration project. (The dates referred to in this paragraph may be modified by the central research agent.)

Those youths not selected for the college experience are to be provided whatever other standard CETA programs or activities which are appropriate as determined by the prime sponsor. Whatever happens to youth in the regular CETA programs is what should happen to youths who are not selected for the college experience. It is possible for some youths to leave a CETA experience in order to attend college; if this happens with any youths not selected for college, it should be permitted. However, youths not selected for college shall not be helped to attend college by the local program operator. This project may not in any way assist youths not selected for college to attend college. Those youth who are selected for college who are already in a CETA program must continue in their then current slots. Those youths who are selected for college but who are not now in a CETA program must be employed as summer or other program participants or as a junior staff member after notification of their selection. These actions are intended to insure as much as possible that selected youth will have taken the steps necessary and are available to enroll in college in September.

To the extent that youth selected for college are involved prior to September in activities related to their enrollment in college (for example, orientation, application preparation, course advisement, career counseling), their allowances and other approved costs will be borne by the demonstration project budget.

It is planned that selection youths will attend college on a full-time basis, but if any of them reduces college class work or drops out of the program, the money budgeted for that person may not be used to enroll another youth as a replacement. In no case may unused money from this demonstration project be used for program activities other than this demonstration project.

VII. Selection of Participating Colleges

Of all the contingencies connected with this demonstration project, perhaps none are more crucial than those related to the selection of the participating colleges for youths to attend. Most importantly, colleges will have to agree to accept for admission the young people in this project who may apply to their institutions. Secondly, efforts will have to be made to get colleges to accommodate what in most cases will be lateness in the application process. Contacts, discussions, and negotiations with local four-year or community colleges in the demonstration sites must begin as soon as possible, but at least by April 20, 1979. Prime sponsors and project operators in consultation with the central research agent will design a plan for working with the colleges on this matter. The Office of Youth Programs of the U.S. Department of Labor will also be a resource to assist in this effort.

Since it is the intent of this project to measure the effect of college education on the eventual career outcomes of youths, it is intended that youths attend schools which provide recognized college programs. In order to be attended by a youth in this program, a college must meet the following criteria, which are the same as those for the Veteran's Administration:

1) a college, university, or school must provide an associate of arts degree or higher; and
2) a college, university, or school must be on the current list of schools which are "approved for Veteran's training" and so identified by the Veteran's Administration Regional Office for the area.

Also, in order to be a potential college to be attended by youths in this project, a college, university, or school must be within commuting distance of the youth's residence. This means that some colleges may be within the jurisdictions of other prime sponsors. In some instances, youths in this program may apply to a college, university, or school which is not within commuting distance of the youth's home. Under these circumstances, the decision for a youth to receive financial support from this program while attending such a college, university, or school shall be made by the national Office of Youth Programs on a case-by-case basis after the following conditions have been met and documented in writing to the office:

1) the youth shall be eligible for and selected as a college-bound youth in the program;

2) the youth shall have been admitted or accepted to attend the college;(but not prior to April 15, 1979

3) there shall be a workable place which identifies how the youth will meet non-tuition- and fee-expenses, such as room, board, transportation, and personal expenses; this plan shall include copies of confirmed written statements of offers of grant, scholarship, or other funds;

4) there shall be identified a workable written plan, agreeable to the respective prime sponsor, which explains how monitoring of classroom attendance and how payment of allowances to the youth shall take place; and

5) there shall be a statement signed by the youth acknowledging and agreeing that neither the prime sponsor nor the project is obliged to provide him or her a paid work experience during regular class time during the time that classes are regularly in session.

This project will not, under any circumstances, pay other than tuition and fee costs for any youths who participate in it.

It is stressed that the high cost of tuition at any college, university, or school is not a basis for denying a youth the financial support of this program to attend the college of his or her choice. If, however, the total cost of tuition and fees for any youth exceeds $2,500 annually, this matter shall be reviewed by the national Office of Youth Programs for review and decision.

It will be acceptable if colleges wish to admit youths from this project on a conditional or provisional basis --this means formal admission is delayed until successful completion of one or two semesters. This may result in some colleges being more willing to accommodate youths in this demonstration project. Colleges should know, however, that the academic classwork and other experiences for youths in this project should not differ from classwork and academic experiences of any other students which they serve.

In addition to identifying a contact person at each institution who will facilitate the applications of youths in this project, project operators should state clearly that the tuition and fees for any youths who attend will be paid by the project and will not be the responsibility of individual youths. Both voucher and letter of credit procedures acceptable to each college must be developed by the operator. The central research agent must be consulted and involved as necessary in these matters.

Finally, a list of colleges which have agreed to accept project youths will be assembled by the project operator for each demonstration site. This must be accomplished at least by July 1, but preferably by June 15, 1979. It is not until after all of the participating colleges are identified that selected youths will be able to take the necessary steps for them to apply and be admitted. The list of participating colleges for each demonstration site must be forwarded to the central research agent as soon as it is completed by no later than July 1, 1979.

VIII Program Services

Youths selected to attend college will have their college tuition and fees paid by the project, youths will also receive directly a special grant for books. Youths will be paid an allowance for the number of clock hours they spend in class per week and they will be able to be paid wages for a part-time work experience while they attend classes for up to ten hours per week at $2.90 per hour. Each college-bound youth will be asked to sign a waiver giving the central research agent and the local prime sponsor access to his or her school records. The central research agent will assign one-half of all youth at each demonstration site to accomplish admission to college and selection of their classes on their own. This free choice arrangement will be implemented through use of a voucher. The other half of the selected youth will receive supervised assistance from the project operator in accomplishing these tasks. Additionally, the central research agent will assign one-half of all youth at each site to receive special stimulation and help to become involved in "the college experience and college life; while the other half of selected youths will not receive such special assistance or stimulation. Thus, each demonstration site will have four experimental groups.

A. Orientation and Preparation for College Application

Members of each of the four experimental groups at each prime sponsor site will participate in an orientation session concerning the goals, requirements, and procedures for the demonstration project. Separate orientation sessions will be held for each of the experimental groups. These sessions should be held by the program operator immediately after the 100 program participants are identified by the central research agent (these sessions should be held not later than the week of June 25 assuming all participants are identified by June 18). A standard curriculum for the orientation and other specifications will be developed by the central research agent in consultation with the participating program operators.

Immediately after orienting all youth participating in the project, the program operator will assist non-voucher youth in (a) identifying a suitable vocational goal, and related college education courses and programs, and (b) selecting an appropriate college(s) to make application to as a means of pursuing the selected vocational goal. Both two and four year colleges may be chosen even though the project will support only up to two years of college education. The general approaches and practices to be utilized by program operators in in accomplishing orientation and individual guidance activities will be identified by the central research agent in consultation with the participating program operators.

B. Educational Expenses, College Allowances, Work Experience and Wages

The tuition costs and fees of each youth selected for this demonstration will be paid directly to the educational institution on behalf of the individual student. The regular full cost of tuition and fees will be supplied for up to a full-time course load at individual institutions. These costs will be monitored by the central research agent and with approval of the Department of Labor. The amount of each youth's book allowance is yet to be determined by the central research agent and the Department of Labor, but this allowance will be paid directly to youths.

All youths selected for this project will be paid $2.90 per hour for each clock hour of class time they spend. Procedures for confirming the actual amount of class time spent by each youth each week must be developed; and since these may be different from site to site, these procedures will be developed between the local program operator and the local colleges to be attended by youths. The objective in this regard is that there be a dependable mechanism to assure that youths are paid only for hours actually spent in class. While such procedures must be reliable on the one hand, they ought not to stigmatize enrolled youth by using attendance-taking methods which cause undue identification of youths as unusual among their peers.

Some colleges and universities take attendance in classes. If this is the case, the local prime sponsor shall obtain, through the college or university, verification of each youth's attendance. If attendance is not routinely taken, the local program operator must develop a system which reliable informs the sponsor of attendance and absences from class, but does not, at the same time, stigmatize the CETA participant by calling attention to the fact that his or her attendance is being monitored. It is suggested that each CETA youth attending a college, university, or school which does not take attendance be required to certify attendance at classes. It is also suggested that this certification process be verified through frequent spot checks on attendance at the class site. A plan for monitoring class attendance at each project site shall be developed by the prime sponsor and presented to the Office of Youth Programs and the central research agent by July 31, 1979. The plan shall be approved by the national Office of Youth Programs before it can be implemented. If such a syste or one similar to it is instituted, youths shall know that inaccuracies on the certification form is tantamount to falsifying a government document and can incur serious consequences.

When classes are missed, local program operators must, at least, deduct a pre-rata share of the youth's allowance for classes which are missed in accordance with CETA regulations and guidelines. Further, it is not allowed to pay college bound youths for time that they spend studying; this is primarily because of the difficulty of adequate monitoring of study time.

Youths may reduce their class load from full-time, but in no case may a youth remain in the project if he or she registers for less than a half-time class load.

All youths in this project will be allowed to have a paid work experience of up to ten (10) hours per week at a rate of $2.90 per hour. Work experience slots for youth in this project will be developed by the program operator and should be, as much as possible, related to youths' college experiences or interest. No youths in this project may work more than ten (10) hours per week during the weeks that classes are in session. Youths also are to have opportunity to work full-time (up to 40 hours per week during the summer of 1980) and during the weeks when classes are not in session. Youths who reduce their academic workload from full time may not be scheduled to work additional hours in work experience slots. Hopefully the only reason why youths would choose to reduce college class hours would be to increase the time available to them for study and for class preparation. Alternate solutions to health, family or other problems of youths should be pursued before classroom hours are reduced.

There are various resources which currently exist in communities which may be tapped to assist CETA eligible participants for this project. Although these existing resources, such as Basic Education and Occupation Grant (BEOG), State tuition grants, private grants through foundations, Social Security Disability and Survival's Insurance, and benefits from the Veterans Administration, have their own special eligibility, it is quite likely that some CETA youth eligible for the project will also be eligible for these other resources.

Program operators are to seek out these available resources to supplement and/or to substitute them for CETA funds in the operation of projects. It is recognized that for the first program year this probably will not be feasible due to the limited amount of time in which to have projects gear up and become operative. However, major efforts must be exerted to secure these financial resources for participants during the second project year. This is of particular importance to those participants who may have successfully matriculated during the two year voucher demonstration and afterwards opt to continue in college for a third or fourth year, but who will not longer receive financial support from CETA. Therefore, the successful pooling or linking of these resources becomes a goal in itself, one if not accomplished may further limit the chances of CETA participants to enter the primary rather than the secondary labor market.

C. Enrollment in College: Voucher Versus Non-Voucher

The central research agent will assign one-half of all youth at each demonstration site to accomplish admission to college and selection of their classes on their own. These youth will be given a voucher, or free choice, and the list of participating colleges in their area, and they will be expected to do those tasks necessary to begin college. These youths will be free to seek any help they feel they need, including help from the program operator or college guidance sources. These youths will make all decisions related to their applications and course selections.

The other half of selected youth will receive guidance, assistance, and approval from the staff of the project operator in choosing a college, applying, and selecting and arranging course work. The intensity of involvement of staff with youth in this group may vary widely from site to site and from individual to individual. Naturally, project operators will also want to foster as much mutual agreement as possible in working with this group of youths so that their interest and involvement in the college experience will be as great as possible. Ultimately, however, resolution of education-related issues of youths in this group will require the approval of the staff of the project operator. Several guidelines for working with youths in this category will be identified by the central research agent after consultation with project operators. This will allow for comparability of treatment of youths at the sites.

D. Assistance versus Non-assistance for Involvement in College Life

At the same time that youths are selected to attend college and to be in the voucher or non-voucher categories, they will also be assigned to one of two groups regarding the receipt of assistance for involving them in college life experiences while they attend college. One-half of all youths selected for this project will be assigned by the central research agent to receive assistance in involving themselves in college life; and one-half will be assigned not to receive assistance in involving themselves in college life.

The estimated attrition rate for a target population such as CETA youth is about 50 percent and the lack of student involvement in campus life has been identified as a factor explaining this high attrition rate. The "uninvolved" student is described as one who does not participate in extracurricular activities, is seldom on campus except to attend classes, and interacts infrequently with faculty and fellow students. Therefore, uninvolved students are believed to have relatively poor chances of persisting in college and of implementing career plans.

Several areas of college involvement have been identified as leading to increased chances of completing college and implementing career objectives: interpersonal, academic, and athletic. Further, it seems that involvement per se, rather than the exact nature of the involvement is the crucial ingredient. The college peer group has been known to be a source of strength, support, guidance, and acceptance for many youths. The peer group has been known to be a transition mechanism between a non-college oriented subculture and the different value system which rewards study, education, and self-stimulation as highly worthy goals.

Half of the youths will participate in a program developed by the central research agent and the program operators which is designed to promote involvement in the college experience by linking youths up with relevant, meaningful formal and informal structures which exist already in the college environment. This will require the development of two of the counselor positions at each site to be filled by individuals with the type of characteristics required to accomplish such tasks as:

1. assessing the informal and formal structures existing at the local colleges--participant observation, among other means, may be used here;
2. assessing the nature of a youth's interest and affinities for the interactional, academic, athletic, and extracurricular options available at his or her college; and
3. developing and successfully implementing a strategy for linking each youth up with the appropriate structures at the college--this requires innovative, active, and genuine approaches by counselors.

This demonstration project proposes to examine whether such an approach is feasible--that is, do youths who participate in such a developmental strategy actually become more involved than those who do not participate in such a program? Moreover, do those youths who become involved in the "mainstream" of college life have more successsful educational and employment outcomes than those who do not?

E. Social Support Services

Social support services are defined as any health, housing, day care, educational, income, and personal and family counseling assistance. Project operators will be staffed to provide personal and family counseling assistance, will be able to finance medical exams required for college application and entrance, and will, through referrals, use community resources and programs as a means of providing other needed social support services.

Although previously discussed as a variable in this project, the level or intensity of social support services to youths will not be tested. Social supports, counseling, and other help will be necessary, appropriate, and useful for all youths in this project. These services shall be provided by the project operator equally to all youths.

Generally, all youths selected for college should be seen at least monthly by a conselor to discuss current status and any social service or counseling needs. Counselors should take the initiative in assisting youths, but in no situation shall services or assistance be forced on a youth who does not want it.

IX. Project Administration and Operating Costs

The administration and delivery of services to youths in this program must be comparable in all six sites because this is a demonstration project. Some variation in staffing, however, may be appropriate depending on preferences, abilities, and existing CETA programs already operated by prime sponsors. Counselors to work with youths, and a supervisor of each demonstration site are necessary.

In any case, the staffing level for each demonstration site will be similar, and will be determined by the Office of Youth Programs. Generally, four counselors, clerical help, and a project dractor would appear necessary for each project. Also, the demonstration will address allowable cost levels for program administration and operations.

X. Research and Reporting

As the central research agent for the overall demonstration project, Clark, Phipps, Clark and Harris will perform the following tasks:

1. Develop procedures for use in randomly assigning youth to experimental program services and control groups.
2. Develop final demonstration program guidelines, in consultation with the participating program operators, subject to approval of the Department of Labor.
3. Ascertain, on a continuing basis, the overall credibility of program operations for providing reliable research data which can be subjected to rigorous analysis to meet the knowledge development goals of the project.
4. Specify the particular data and information for research to be obtained from program operator records, as well as from program implementation and operations.
5. Interview youth in the experimental and control groups in August 1979, January/May/August 1980, and January/May/October 1981.

6. Verify necessary research data recordkeeping by program operators;
7. Computerize all research data for the demonstration sites;
8. Prepare selected research reports for the use of program operators to be disseminated through the Office of Youth Programs.
9. Analyze research data in accordance with an analysis plan prepared in advance; and
10. Develop monthly activity, quarterly progress, and other special periodic reports on the progress and findings of the demonstration, as well as a final report on overall knowledge development results and conclusions.

The majority of outcome research instruments and measures to be utilized in the demonstration will be identical to those being used in several other discretionary projects funded by the Department of Labor's Office of Youth Programs. This will permit establishment of a broad data base to enable cross comparisons of projects having varying demonstration features. Such analyses will expand the knowledge development potential of any particular demonstration, and will aid in addressing the elusive goal of determining what works best for whom under which conditions.

APPENDIX C

SELECTED CHARACTERISTICS OF CAVDP EXPERIMENTAL AND CONTROL GROUP MEMBERS

F- TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP

on age

	Mean	SD	N	Variance
Total	18.7	1.03	677	1.062
Experimental	18.6	1.03	482	1.057
Control	18.8	1.03	195	1.068

Analysis of Variance Table

	Mean Square	DF	F-Test	Significance
Among Groups	2.471	1	2.331	.145
Within Groups	1.060	675		

CHI SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON SEX

	Experimental	Control
Male	36.4%	35.7%
Female	63.6%	64.3%
Total	486	196

Chi Square = 0.01

degrees of freedom = 1 significance over .500

CHI-SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON ECONOMIC DISADVANTAGE

Economically Disadvantaged	Experimental	Control
Yes	96.7%	96.4%
No	3.3%	3.6%
TOTAL	(461)	(192)

Chi Square = 0.00

degrees of freedom = 1

significance over .500

CHI - SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON ETHNICITY

Ethnicity	Experimental	Control
White	6.3%	4.1%
Black	70.5	68.2
Hispanic	22.6	25.2
Other	0.6	2.5
Total	(478)	(195)

Chi - Square = 7.27

degrees of freedom = 3

significance = .068

F- TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP OCCUPATIONAL PRESTIGE SCORES

	Mean	SD	N	Variance
Total	28.5	10.25	551	104.99
Experimental	28.7	10.20	390	104.02
Control	27.8	10.36	161	107.35

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significanc
Among Groups	105.80	1	1.01	.330
Within Groups	104.99	549		

CHI- SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON PREVIOUS CETA PARTICIPATION

CETA Participant	Experimental	Control
YES	46.5%	46.0%
NO	53.5%	54.0%
TOTAL	(488)	(198)

Chi- Square = 0.47

significance over .500

degrees of freedom = 1

CHI - SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON RECEIPTS OF A F D C

AFDC	Experimental	Control
YES	13.7%	12.6%
NO	86.3%	87.4%
Total	(490)	(198)

Chi - Square = 0.06

degrees of freedom= 1

significance over .500

CHI- SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON WHETHER MOTHER LIVES IN HOUSEHOLD

Mother lives in Household	Experimental	Control
YES	81.3%	82.9%
NO	18.7%	17.1%
TOTAL	(466)	(187)

Chi- Square = 0.13

degrees of freedom = 1

significance over .500

CHI- SQUARE COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON WHETHER FATHER LIVES IN HOUSEHOLD

Father lives in Household	Experimental	Control
YES	47.9%	52.8%
NO	52.1%	47.2%
Total	(436)	(180)

Chi Square = 1.01

degrees of freedom = 1

significance = .320

F - TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON GATB NUMERICAL

	Mean	SD	N	Variance
Total	92.2	14.24	693	202.66
Experimental	92.2	14.36	491	206.21
Control	92.2	13.93	202	194.04

Analysis of Variance Table

	Mean Square	DF	F-Test	Significance
Among Groups	0.40	1	0.00	over .500
Within Groups	203.25	691		

F- TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON GATB VERBAL

	Mean	SD	N	Variance
Total	91.6	11.03	693	121.62
Experimental	91.8	11.52	491	132.83
Control	92.4	9.70	202	94.06

Analysis of Variance Table

	Mean Square	DF	F-Test	Significance
Among Groups	64.33	1	0.53	.468
Within Groups	121.88	691		

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON GATB TOTAL

	Mean	SD	N	Variance
Total	90.4	12.80	693	163.92
Experimental	89.7	13.01	491	169.36
Control	90.8	12.24	202	149.88

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance
Among Groups	159.79	1	0.97	.32
Within Groups	164.16	691		

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SALES ON STEP READING TEST

	Mean	SD	N	Variance
TOTAL	17.261	3.048	495	9.292
Experimental	17.235	3.052	400	9.315
Control	17.368	3.030	95	9.180

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	1.261	1	0.135	over .500	0.000
Within Groups	9.327	493			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SALES
ON TOTAL STUDY ORIENTATION

	Mean	SD	N	Variance
TOTAL	111.071	32.199	448	1036.771
Experimental	109.496	31.755	337	1008.361
CONTROL	115.856	33.054	111	1092.593

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	3376.318	1	3.266	.072	0.007
Within Groups	1033.846	446			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SCORES ON VOCATIONAL ATTITUDE

	Mean	SD	N	Variance
Total	75.342	12.492	488	156.044
Experimental	75.401	12.432	394	154.554
Control	75.096	12.736	94	162.213

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	5.866	1	0.037	Over .500	0.000
Within Groups	156.671	486			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SCORES ON JOB SEEKING SKILLS

	Mean	SD	N	Variance
Total	13.648	2.118	495	4.486
Control	13.707	2.063	400	4.257
Experimental	13.400	2.319	95	5.377

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	7.211	1	1.606	.206	0.003
Within Groups	4.490	493			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUPS ON DECISIVNESS

	Mean	SD	N	Variance
Total	56.865	23.095	488	533.391
Experimental	57.005	23.123	394	534.664
Control	56.277	22.970	94	527.624

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	39.087	1	0.073	Over .500	0.000
Within Groups	535.503	486			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SCORES ON OPTIMISM

	Mean	SD	N	Variance
Total	327.388	50.448	492	2544.982
Experimental	327.876	51.329	397	2634.674
Control	325.347	46.530	95	2165.002

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	487.699	1	0.191	Over .500	0.000
Within Groups	2554.369	490			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SCORES
ON SOCIALIZED ATTITUDE

	Mean	SD	N	Variance
Total	301.132	55.922	492	3127.295
Experimental	300.460	56.510	397	3193.416
Control	303.936	53.303	95	2841.232

ANAYLISIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	888.696	1	0.283	Over .500	0.001
Within Groups	3138.169	490			

F-TEST COMPARISON OF EXPERIMENTAL AND CONTROL GROUP SCORES

ON SELF ESTEEM

	Mean	SD	N	Variance
Total	226.096	13.744	490	188.897
Experimental	226.278	13.941	396	194.340
Control	225.330	12.855	94	165.241

ANALYSIS OF VARIANCE TABLE

	Mean Square	DF	F-Test	Significance	ETA
Among Groups	57.492	1	0.303	Over .500	0.001
Within Groups	189.531	488			

APPENDIX D

PLAN FOR CREATING A CAVDP COMPARISON GROUP

PROPOSAL FOR CREATING A CAVD COMPARISON GROUP FROM CURRENT CETA ENROLLEES

The Problem

The basic purpose of the Career Advancement Voucher Demonstration Project (CAVDP) is to compare the effects of at least two years of college education with the effects of more standard CETA work experience and training. To do so requires two groups of YETP youth. The first is a group of youth who attend college through CETA auspices. The second is a group of youth who go through a regular CETA experience. In order for the comparison to be valid, the two groups must be alike on all relevant variables; and there must be sufficient youth in each group to provide stbbility to the findings.

In the original design of the CAVDP validity was to be assured by randomly assigning one hundred youth in each site to a college attending group, and fifty youth in each site to a CETA experience group. This was done, but although nearly all of the college attending group has been enrolled in college, few of the CETA experience group have been enrolled in CETA. The data for the control group are presented in Table 1. It is apparent that most of the control group are also attending college. As an earlier report on this situation commented,

Table 1

Status of CAVD Control Group

October,,1979

	Atlanta	El Paso	Little Rock	Pittsburgh	Washington	Total & Percent	
Enrolled in CETA	1	3	4	9	3	20	9.7
Other Training	0	0	2	1	0	3	1.5
Employed	1	4	4	2	3	14	6.8
Unemployed	3	4	1	0	3	11	5.4
Enrolled in College	22	36	12	6	15	91	44.4
Other (e.g. moved)	0	0	1	1	3	5	2.4
No information	7	3	23	3	25	61	29.8
Totals	34	50	47	22	52	205	

> " . . . it is apparent that many will not be enrolled /in CETA/, for nearly half of the control group (44.4%) are attending college. If it is assumed that youth who are otherwise occupied (e.g. employed, in other training programs, moved out of town) are also non-condidates for CETA, the recruitment pool shrinks to a total of seventy-two persons (36.6%) of the control group). It is apparent that we will not be able to compare college attendance with CETA training because of the small number of youth likely to enroll in CETA programs."

The present situation enables us to study what happens to youth who attend college under CETA auspices and those who attend college without such auspices. But, it is not likely that we will be able to draw many conclusions about the relative effects of CETA work experience and training vs. college attendance.

Proposal: A Comparison Group

It has been suggested that it may still be possible to study the relative effects of college attendance and CETA experiences by creating a comparison group. This group would be composed of YETP eligible youth currently enrolled in the CETA programs of the five CAVDP sites. This comparison group would be matched on key variables to create comparability with the CAVDP experiental group. Although this strategy will not assure comparability on all relevant variables — especially motivational ones — it does promise to provide a group sufficiently similar to the CAVDP experimental group to permit some detailing of the effects of the two different kinds of experiences.

When the five local CAVDP sponsors were appraised of the current situation, and inquiry made concerning the possibility and desirability of creating a comparison group, all reacted positively to the idea. Each promised help in identifying youth who could be used for comparative purposes.

Officials at the site also pointed out what may be difficulties in creating such a group. Some sites may have an insufficient number of youth who would meet the criteria to create an adequate comparison group. Also, differences in the starting point of the various CETA programs might reduce the possibility of documenting changes in aspirations, attitudes and motivation brought about by the CETA programs.

It seems hopeful, however, that these difficulties can be overcome on a site-by-site basis through judicious selection of youth, programs, and the timing of data collection. All CETA directors contacted agreed to cooperate, in so far as possible, in efforts to surmount barriers.

Procedure for Selecting a Comparison Group

It is proposed that the following six criteria be utilized in establishing a CAVD comparison group:

1. YETP eligible
2. High school diploma or GED certificate
3. GATB G-score of 80 or higher (Atlanta and Washington only)
4. Sex
5. Year of birth
6. Ethnicity

All of this information, with the exception of the GATB (criterion #3) is routinely collected upon application to CETA.

The starting point for the creation of the comparison group is all enrollees and applicants to CETA as of October 1, 1979.* From this group will be selected all youth who meet the first two criteria (viz. YETP eligible, and a high school diploma or GED certificate). From this list will be eliminated all youth who are already members of the CAVD control group. The name, address. program assignment, year of birth, sex and ethnicity of all youth who meet the first two criteria will be listed. The list will be arranged by the last three criteria (viz. sex, year of birth and ethnicity), and grouped as shown in Table 2. This grouping produces a total of forty different combinations of the final three criteria, and make up the "sampling cells" for drawing the comparison group. The number of youth to be selected from each cell for each city have been set to match the distribution of youth in the CAVDP experimental group of that city. The selection of specific youth to comprise the comparison group will be done by one of two methods in an effort to match differences between sites in the way in which youth were supposed to ber selected for the CAVDP.

The first method will be used for El Paso and Little Rock. It involves making available to the local CAVDP director as much intake information on each of the youth in all the sampling cells as possible. The CAVDP directors will then select, up to to maximum number of youth shown in the sampling cells for their respective city, the youth which they would have selected for participation in the CAVDP program. This procedure is analogous to what

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*In the light of the differences in the beginning of training cycles, noted above, this date may be altered for some sites and/or some programs.

Table 2

Sampling Plan for Creation of CAVD Comparison Groups

(Number of different kinds of youth to be selected)

Ethnicity	Year of Birth	Atlanta		El Paso		Little Rock		Pitts-burgh		Washing-ton	
		Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
White	56-58				1				1		
	59							2			
	60					1	1	1			
	61		1	1		3	1		1		
	62						1				
Black American & West Indian	56-58					1	1	1	2	3	5
	59	1				1	2		3	3	2
	60	2				3	10	4	11	3	7
	61	16	20			10	15	6	13	10	15
	62	1	2					2	1		
Hispanic	56-58			1	1			1		1	
	59			2	2						
	60			4	14						1
	61			8	15						
	62				1						
Other	56-58										
	59										
	60										
	61	1							1		
	62										
	Totals	21	29	16	34	19	31	17	33	20	30

was done in creating the experimental-control group pool in these two cities.

The second method involves the random selection of comparison group members in accordance with the numbers shown in Table 2. This method will be used for Atlanta, Pittsburgh and Washinton, but in two different ways. In Pittsburgh a straight ransom sample from each of the sampling cells will be drawn from all youth who are YETP eligible and have attained a high school education or its equivalent (i.e. criteria 1 & 2). This matches the requirement that Pittsburgh have no selection criteria. In Atlanta and Washington, the basic selection criterion was a GATB G-score of 80 or higher. This criterion will be applied to all of the youth who meet the first two screening criteria, and youth who have not attained such a score will be eliminated from the pool. In some instances, the GATB scores will be available. In those instances where such scores are not available, the test will have to be administered to all youth who meet criteria 1 & 2 and who fall into the cells from which one or more individuals for the comparison group will be selected (e.g. 2nd column, 4th row of Table 2; but not the 2nd column, 3rd row). Having reduced the pool to those with GATB scores of 80 or higher, a random sample, as in the Pittsburgh case, will then be crawn.

The above procedures will produce a comparison group of fifty youth enrolled, or waiting to be enrolled, in a CETA program of each site. Should there be an insufficient number of youth in the eligibility pool to fill the quota for any one of the sampling cells, all youth in that cell will be selected.

In some instances this will produce a comparison group of fewer than fifty youth. If this happens, sampling cells will be combined, and/or other CETA programs (e.g. YCCIP, Title IIB) will be scoured for YETP eligible youth to increase the number of youth in the sampling cells.

It should be emphasized that the identification of the YETP eligible pool will be monitored closely by Clark, Phipps, Clark & Harris; while the drawing of the sample will be done by Clark, Phipps, Clark & Harris.

Data Collection Plan for Comparison Group

Once the comparison group has been selected, it will be administered the ETS battery and the CAVDP initital interview guide. The scheduling and arrangements for this will be worked out through the local CETA programs.* Members of the comparison group will also be administered the CAVDP interview guides of May, 1980, August, 1980, January, 1981 and May, 1981; and the ETS program completion and follow-up questionnaires at their appropriate times.

The foregoing plan seems feasible, and will provide us with a group of youth similar enough to the CAVDP experimental group to draw plausible inferences about the relative effects of a college education and CETA work experience and training upon subsequent employment.

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*In some instances, youth may be too far along in their CETA program to consider such information as "prior" information. In such cases, a shortened version of the instrument will be used.

APPENDIX E

LIST OF COLLEGES ENROLLING CAVD RECRUITS

ATLANTA

	Experimental Group in CAVD	Experimental Group not in CAVD	Control Group
Commuting Schools			
Atlanta Christian College	1		
Atlanta Junior College	4		3
Clark College	19		4
DeKalb Comm. College	2		1
Georgia Inst. of Tech.	2	2	2
Georgia State Univ.	10		5
Mercer Univ. at Atlanta	2		
Morehouse College	7		
Morris Brown College	5	1	
Oglethorpe University		1	
Southern Tech. Inst.	4		2
Spelman College	7		2
Non-Commuting Schools			
Mercer University (Macon)		1	
Prairie View A&M Univ.			1
Talledega College			1
Tennessee Tech. Univ.		3	
Tuskegee Inst.			1
West Georgia College	6		1
West Virginia State		1	
Wilberforce University		1	1
College not Specified			1
Total in College	69	10	26

PITTSBURGH

	Experimental Group in CAVD	Experimental Group not in CAVD	Control Group
Commuting Schools			
Community College of Allegheny County: Allegheny Campus	28		2
Community College of Allegheny County: North Campus	1		1
Computer Systems Inst.	1		
Duquesne University	3		
Institute of Computer Management	1		
Pennsylvania State Univ: McKeesport	1		
Point Park College	16		
Robert Morris College	7		
University of Pittsburgh	13		2
Wheeler School	2		
Non-Commuting Schools			
California State College		2	
Slippery Rock State College		1	
Upper Iowa University		1	
Vorhees College		1	
Total in College	73	5	5

EL PASO

	Experimental Group in CAVD	Experimental Group not in CAVD	Control Group
Commuting Schools			
El Paso Community College	35		7
New Mexico State Univ.	3		
Univ. of Texas at El Paso	62		25
Non-Commuting Schools			
Angelo State University		1	
Columbia University			1
Cornell University			1
Lamar University			1
Lubbock Christian College		1	
New Mexico Junior College		1	
University of Texas at Austin		5	3
University of Wisconsin-Madison		1	
Total in College	100	9	38

LITTLE ROCK

Commuting Schools	Experimental Group in CAVD	Experimental Group not in CAVD	Control Group
Arkansas College of Tech	3		
Arkansas St. Univ.-Beebee	2		
Arkansas Tech. University	2		1
Capital City Business College	3		
Ouachita Baptist University	2		
Philander Smith College	7		
Shorter College	2		
Univ. of Arkansas - Little Rock	35		7
Univ. of Arkansas - Pine Bluff	6		1
Univ. of Central Arkansas	15		4
Westark Community College	1		
Non-Commuting College			
Arkansas St. Univ.-Jonesboro	10		
Devry Inst. of Technology	1		
Henderson State University	2		1
Memphis State University			1
Southern Arkansas University			1
Southwest Technical Inst.	1		
Southwestern Christian College	1		
Univ. of Arkansas - Fayetteville	10		3
Univ. of Arkansas - Monticello			1
Total in College	103	0	20

WASHINGTON, D.C.

	Experimental Group in CAVD	Experimental Group not in CAVD	Control Group
Commuting Schools			
American University	27		3
Bowie State College	2		
Catholic University	2		
Georgetown University	2		
George Washington Univ.	2		
Howard University	9		
Montgomery College	4		
Prince George's Comm. College	4		
Southeastern University	2		1
Strayer College	5		
Trinity College	1		
University of the District of Columbia	27		10
University of Maryland	4		
Non- Commuting Schools			
Duquesne University		1	
Florida A&M		1	
Lincoln University			1
Morgan State			1
Old Dominion Univ.			1
Virginia Polytechnic Inst.			1
College not Specified	1		
Total in School	92	2	18